UNITED
NATIONS

DP

Governing Council
of the
United Nations
Development Programme

Distr.
LIMITED

DP/1991/64/Add.2
27 June 1991

ORIGINAL: ENGLISH

Resumed thirty-eighth session
16-18 September 1991, New York
Agenda item 5 (b)

PROGRAMME PLANNING

Preparations for the fifth programming cycle, including funding strategy

Special Programme Resources: Programming document*

---

* An advance unedited version of this document has been issued in English under the symbol DP/1991/CRP.1.

In response to paragraph 8 of Governing Council decision 91/3 of 22 February 1991, the Administrator submitted an overview and programming document containing the information specified in the annex to the decision. Attention is called to that document - DP/1991/64 - which should be considered in conjunction with the present document.

CONTENTS

Page

Category

A. Disaster mitigation 4
A.1. Disaster preparedness and management 8
A.2. Emergency relief 11
A.3. Reconstruction and rehabilitation 14
A.4. Refugees, displaced persons and returnees 17
B. Thematic activities 20
B.1. Poverty eradication and grass-roots participation in development 20
B.2. Environmental problems and natural resources management 25
B.3. Management development 31
B.6. Women in development 36
C. Other special and/or new activities 41
C.1. Human Development Report 41
C.2. Special Plan of Economic Cooperation for Central America 43
C.3. United Nations Programme of Action for African Economic Recovery and Development 1986-1990 49
C.4. Drug abuse control/crop substitution 55
C.5. HIV/AIDS 57
C.7. World Conference on Education for All 62
C.8. Private sector development 65
C.9. Non-governmental organizations 69
D. Aid coordination 73
D.1. NaTCAPs, round-table meetings and UNDP support to consultative group meetings 73

/...

CONTENTS (continued)

Page

Category

D.2. Others, e.g. needs assessments, country programme reviews ... 76

D.3. Country programming initiatives 80

E. Programme development 83

E.1. Project Development Facility 83

E.2. Programme evaluation/training 87

E.3. Programme research 93

F. Assistance to the Palestinian people 98

/...

Special Programme Resources (SPR) programming document

CATEGORY A:	DISASTER MITIGATION
Subcategory A1:	Disaster preparedness and management
Subcategory A2:	Emergency relief
Subcategory A3:	Reconstruction and rehabilitation
Subcategory A4:	Refugees, displaced persons and returnees
Earmarkings:	$40 million

Introduction

1. The present section begins by addressing the general issues surrounding the use of SPR funds for disaster-related activities. It then discusses each of the four subcategories (Disaster preparedness and management; Emergency relief; Reconstruction and rehabilitation; Refugees, displaced persons and returnees) of proposed activities in more detail.

General issues applying to subcategories A1 to A4

2. Disasters occur when hazards, whether natural or man-made, interact with vulnerable populations. An "emergency" occurs when the dimensions of the disaster exceed the "coping capacity" of the affected community. The international community - including UNDP - is called upon to respond when the disaster's effects exceed the "coping capacity" of the country concerned.

3. Thus, the occurrence of emergencies generally reflects acute socio-economic fragility and underdevelopment. Their direct impact exposes intense levels of poverty and suffering, and their secondary effects can exact a crippling toll on the economies, let alone development objectives, of developing countries.

4. The advent of the "complex" emergency, where natural and man-made hazards interact, thus rendering remedial action vastly more complicated, has made the traditional distinctions between natural and man-made disasters increasingly untenable. Equally, perceptions of the interrelationships between disasters, the environment and development have become increasingly apparent, as has the desirability of heightened preparedness measures.

The role of UNDP in disaster emergencies

5. UNDP resident representatives have several roles with regard to both natural and man-made disasters. As resident coordinators for operational activities, they have a responsibility for the coordination of the in-country United Nations-system response. As representatives of UNDRO and WFP, as well as of UNDP, resident representatives are heavily involved in the relief phase. As representatives of UNDP, they administer projects with actual or potential roles in disaster mitigation.

Use of United Nations system expertise

6. United Nations system expertise will be a vital component in many aspects of disaster mitigation. Clearly, United Nations agencies and bodies, in this case ILO, FAO, UNESCO, WMO, ITU, Habitat, UNHCR, UNICEF, UNDRO, UNV, WFP and WHO, have developed considerable expertise in various facets of disaster mitigation. Additionally, the whole concept of the country Disaster Management Team (chaired by the resident co-ordinator) is based on the need to draw upon specialized expertise available in the country offices of different United Nations system programmes and agencies. Many of the organizations listed above have used United Nations Volunteers in disaster mitigation work, and this approach is expected to continue.

Work with non-governmental organizations

7. While the closest collaboration with both indigenous and international non-governmental organizations (NGOs) is important for all of UNDP's work, nowhere is it more vital than in emergency management. Accordingly, a central principle of UNDP's work in disaster mitigation will be the closest collaboration with NGOs, including those dealing with groups with special needs (for example, women and children).

Estimating the magnitude of disasters

8. The key question associated with the allocation of SPRs is the issue of defining the disaster-proneness of individual countries, which in turn depends on suitable measurements for estimating the scope of a disaster. A simple measurement of deaths arising from the immediate consequences of a disaster does not suffice, as it does not take into account the secondary and indirect effects of disasters, including the diversion of resources away from long-term development efforts towards immediate relief and reconstruction activities. For example, an estimate of the direct effects of a disaster will take into account the destruction of factories, and other places of employment; it will not measure the resulting unemployment. The following criteria will therefore be used for measuring the scope of a disaster:

(a) Casualties in the immediate aftermath and lives at risk during the relief phase;

(b) Number of people likely to be affected by direct consequences (in the short term) and indirect/secondary consequences (medium term), including displacement:

(i) Absolute numbers;

(ii) As a percentage of the affected country's population;

(c) Adverse economic effects; and

(d) Magnitude of social and environmental effects.

The International Decade for Natural Disaster Reduction

9. In its resolution 44/236, the General Assembly declared the 1990s the "International Decade for Natural Disaster Reduction" (IDNDR). The theme of the Decade is preparedness for disasters through the development process, and indeed, the first meeting of the IDNDR Scientific and Technical Committee (held in Bonn, Germany, in March 1991) re-emphasized the need for development-based disaster mitigation activities.

Ensuring project quality: procedures for design, approval and implementation

10. Some of the issues concerning project quality (for example, the need to reach the most disadvantaged sections of the population, and the need for gender sensitivity) are common to all UNDP-assisted activities.

11. In order to implement disaster mitigation activities (particularly those connected with the relief phase) in a timely and professional manner, special procedures will be required. This includes much faster and more flexible procedures for hiring staff and for procuring relief supplies and inputs such as vehicles and radios.

12. UNDP recognizes that the nature of disaster mitigation activities, in particular those concerned with the response to emergencies, requires that procedures be applied with the utmost dispatch. The need to ensure the greatest harmony of UNDP efforts with those of other donors (both inside and outside the United Nations system) requires the following special procedures:

(a) All projects with an SPR contribution of $100,000 or more will be reviewed by the Action Committee;

(b) Projects must be reviewed by the in-country United Nations Disaster Management Team;

(c) Particular attention will be given to evaluation of such activities, particularly in view of the urgent need for UNDP to build an institutional memory in disaster mitigation.

Additional procedures applying to individual subcategories are discussed below.

/...

13. In his report on UNDP's role with regard to emergencies involving refugees and displaced persons (document DP/1991/20), the Administrator signalled his proposal to charge four Professional posts to the SPR headings comprising disaster mitigation. By prorating these costs for 1992 and 1993 across the four subcategories, the following net amounts are available for programming purposes:

		United States dollars
(a)	Disaster preparedness	9 440 000
(b)	Emergency relief	6 610 000
(c)	Reconstruction and rehabilitation	17 000 000
(d)	Refugees, displaced persons and returnees	4 720 000

These figures are therefore used in discussions on "Funding requirements" for each subcategory.

Subcategory A1: Disaster preparedness and management

Allocations during the fourth cycle

14. It was not until June 1989 that the Governing Council first specifically allocated SPR funds for disaster preparedness. In the subsequent period through December 1990, the Administrator made allocations totalling $1,475,000. Of these allocations, by far the largest has been $1,284,000 for the first stages of the Disaster Management Training Programme (DMTP) and for the preparation of the UNDP/UNDRO Disaster Manual.

Background and justification

15. Disaster preparedness represents an essential initial step along the disaster-relief-to-development continuum. It assumes that vulnerable groups will still be exposed to the consequences of disaster hazards, but that measures can be taken to reduce the full effect of such hazards both before and in the aftermath of impact.

Specific objectives and strategies for achieving them

16. The specific objectives of this subcategory are to stimulate the interest and actions needed to create comprehensive disaster preparedness plans, strategies and structures and to promote disaster mitigation activities within the context of development planning and implementation.

17. The strategy for achieving these objectives will be as follows:

(a) Formal training: UNDP and UNDRO, in collaboration with UNICEF, UNHCR, WFP and WHO, are implementing a Disaster Management Training Programme which, both at the regional and country levels, is designed to bring government representatives into training forums in which they and United Nations representatives develop a clearer understanding of the dynamics of disasters and ways of dealing with them.

(b) Background preparation: An effort has to be made by UNDP field offices to promote among senior government officials in planning ministries and elsewhere the potential for various approaches to disaster mitigation, prevention and preparedness.

(c) Response follow-through: Follow-through at the response phase of a disaster can stimulate Governments' interest in more effective alternatives for dealing with man-made or natural disasters.

/...

General guidelines

Project quality and impact and types of activities to be funded

18. Successful activities in this subcategory should result in action by Governments to implement measures needed to introduce and/or strengthen cross-sectoral and government-wide disaster prevention and preparedness strategies.

19. Further evidence of success will be demonstrated by subsequent government support of such disaster prevention and preparedness measures through their own resources, supplemented, as necessary, by IPF or other donor-funded projects.

20. Preparedness plans may encompass the following three types of activity (in some cases conducted as post-disaster evaluations):

(a) Free-standing institutional activities, such as strengthening relief and rehabilitation institutions, drought and flood forecasting and other early warning systems;

(b) Integrated approaches to disaster prevention and preparedness which link prevention and preparedness with longer-term development: This could include development programme reviews to determine how preparedness measures could best protect development projects and how development projects could incorporate aspects of preparedness.

21. The types of activities to be financed would include:

(a) Consultants' evaluation of needs;

(b) Formal and informal training activities designed to introduce relevant disaster prevention and preparedness activities including conferences and workshops;

(c) Study tours to other countries or institutions where practical demonstrations of disaster prevention and preparedness activities can be witnessed.

Limitations

22. Allocations will be limited to sensitizing and strategy formulation activities, and should not be seen as a resource for undertaking disaster prevention and preparedness projects, *per se*. A maximum allocation of $250,000 per country for the cycle will normally be applied.

Complementary use of country, interregional and global IPFs

23. The central concept of this approach is that SPR funds should serve as a catalyst to create the necessary conditions to lead to follow-up activities for the implementation of disaster mitigation strategies. In those cases where UNDP support is involved, IPFs will be the source of funding.

Specific criteria for disaster preparedness and management

24. The criteria for estimating the magnitude of disasters listed in paragraph 8 above will be used to estimate the country's historic pattern of disaster vulnerability over the last 20 years. Preference will be given to those countries which exhibit the highest degree of vulnerability.

Procedures for design, approval and implementation

25. The project document must give specific reasons why SPR funds are required. Furthermore, the document should specify the types of hazards (and their impact on groups of the population, including women and children) that disaster preparedness measures should address. The document also should identify potential linkages between disaster preparedness activities and related developmental issues; the types of participants anticipated to be involved in project activities and the intended sensitization and strategy formulation techniques.

Funding requirements

26. Over the fifth cycle, $10 million has been allocated under the SPR for disaster preparedness projects. Assuming that the first year of the fifth cycle will involve promoting the overall project's concept at the field office level, expenditures are limited during the first year (except for the DMTP, which itself has promotional objectives), expand during the second and third years, and level off during the last two years of the fifth cycle.

	1992-1993	1994-1996
	(United States dollars)	
Disaster Management Training Programme	1 000 000	
Country projects	2 500 000	5 690 000
Evaluations	100 000	250 000
Total	3 600 000	5 940 000

/...

Subcategory A2: Emergency relief

Allocations during the fourth cycle

27. During the first four years of the fourth cycle (1987-1990), 84 allocations for emergency relief were approved. Assuming a similar level of allocation during 1991, a total of approximately 100 allocations in response to natural disasters may be anticipated for the whole cycle.

Background and justification

28. The justification of the use of SPR funds in response to disasters remains the same as in previous cycles: the timing and magnitude of natural hazards cannot be predicted. Consequently, the Administrator has to dispose of centrally administered funds to enable UNDP to respond rapidly and effectively to such events as and when they occur. This argument naturally applies with equal force to man-made hazards.

29. During the fourth cycle UNDP has been able to use SPR funds to provide immediate relief inputs to assist those affected by "natural" disasters. Although allocations have never exceeded $50,000, they have provided a means by which UNDP can directly assist people affected by natural disasters in the immediate post-disaster phase. The symbolic as well as practical effects of such support are most important. The use of SPR allocations should also include assistance to those affected by man-made disasters.

Specific objectives and strategies for achieving them

30. The specific objectives of this subcategory are to provide catalytic direct assistance to disaster-affected peoples, victims of both man-made and natural disasters, towards immediate relief needs or to enable rapid needs assessments to be conducted.

General guidelines

Project quality and impact and types of activities to be funded

31. Project quality and impact are measured by the extent to which they directly assisted those immediately affected by disasters. However, such assistance will often depend in turn upon an effective assessment of immediate needs and may also entail a well-orchestrated United Nations system response. Hence direct intervention (e.g. medicines) and rapid needs assessments may both be regarded as determinants of the project's quality and impact. It should be noted that funding for assessments involving population displacement will be provided from SPR subcategory A4, "Refugees, displaced persons and returnees", described below.

32. The activities to be financed are those directly related to faciliting relief activities for disaster-affected peoples. For peoples affected either

/...

by natural or man-made disasters, SPR funds would be available to purchase relief inputs that would be delivered directly to disaster victims. For reasons of ensuring a rapid response, preference would be given to the purchase of inputs in the local market.

33. If the Government so requests, SPR funds can be used to provide technical expertise to assist it in formulating an appeal for international assistance. Again for reasons of ensuring a rapid response, local expertise would be hired wherever possible.

Limitations

34. All countries in receipt of regular UNDP assistance that have suffered a significant emergency (see para. 36 below) are eligible for assistance.

Complementary use of country, interregional and global IPFs

35. There is no direct complementarity between this project and the use of IPF funds. These SPR funds are to be used for specific and situationally discrete events. However, the very fact of UNDP involvement in such disaster situations should open opportunities for UNDP to promote the concept of disaster preparedness and management as well as disaster relief to development through the use of other SPR and IPF funding arrangements.

Specific criteria for project approval

36. The use of SPRs for the project will be dependent upon the following criteria:

(a) Evidence that an emergency exists. This can be based upon an UNDRO declaration or, in agreement with the Government, a decision by the United Nations Disaster Management Team. For the purpose of emergency relief allocations, the scope of the disaster will be judged by the absolute number of people who are in life-threatening situations together with the percentage of the country's population that this number represents;

(b) Evidence that there exist unmet relief needs that could in part or in their entirety be met by UNDP inputs or alternatively that the Government requests UNDP assistance to identify relief needs;

(c) Relief inputs funded by UNDP must be provided to affected populations within a period of three months, and within this subcategory, will not involve recovery or rehabilitation activities.

Procedures for design, approval and implementation

Basic elements

37. In the light of the urgent uses to which these project funds will be employed, an initial project document will not be required. However, a short project document must be prepared and signed within three months of approval of the allocation. Moreover, there should be evidence that the field office has, in conjunction with the Disaster Management Team and the Government, devised specific parameters for the allocation's use and that these are in accordance with the criteria listed in the preceding section.

Approval

38. A decision regarding approval will be made by UNDP headquarters within 48 hours of the request.

Monitoring and evaluation

39. In the aftermath of implementation, the UNDP field office, in consultation with the Government and the United Nations Disaster Management Team, will undertake a review of the project, specifically noting the activities that were undertaken, evaluating their impact, and providing lessons learned. The field office will forward this review to UNDP headquarters no later than three months after implementation.

Funding requirements

40. It is impossible to predict the occurrence of disasters and hence the calls upon these funds. However, assuming an allocation of $50,000 per "qualifying" event, the $6,610,000 available will allow the organization to respond to 132 emergencies over the five-year period.

41. It is assumed that disbursements against this heading can be equally prorated between the years of the cycle. Consequently, $2,636,000 will be required in 1992-1993, and $3,966,000 will be required in 1994-1996.

Subcategory A3: Reconstruction and rehabilitation

Allocations during the fourth cycle

42. During the first four years of the fourth cycle, 43 allocations for this purpose were made. On the assumption that the allocation rate for 1991 will be similar to the situation in each of the preceding years, it is assumed that approximately 50 allocations will have been made by the end of the current cycle.

Background and justification

43. The purpose of allocations for reconstruction and rehabilitation is to provide technical assistance to Governments in repairing the damage caused by disasters to the economic and social infrastructure. An important principle of such activities is that they should take full advantage of lessons learned in that disaster: reconstruction and rehabilitation must go beyond replacement by equally vulnerable assets.

Specific objectives and strategies for achieving them

44. The specific objectives are to provide assistance to affected populations in the rehabilitation and reconstruction of development assets, including means of production, and to provide assistance to Governments in the appraisal of effectiveness of existing measures designed to reduce vulnerability with a view to applying lessons learned to reconstruction and rehabilitation activities.

General guidelines

Project quality and impact and types of activities to be funded

45. Activities to be funded are those directly supportive of the restoration of development assets following a disaster. Equally, the rules governing UNDP-funded inputs to IPF-funded projects regarding UNDP-financed inputs will apply fully to these projects.

Eligibility

46. All countries in receipt of UNDP assistance that have suffered significant economic damage as a result of a disaster will be eligible for assistance. During the fourth cycle, in approximately one half of the cases where UNDP provided emergency relief assistance, this was followed by assistance with rehabilitation and reconstruction. It is anticipated that the same ratio will apply during the fifth cycle.

/...

Limitations

47. The principal limitation on the use of these funds is that such use must be in response to a disaster that has caused significant economic damage.

Complementary use of country, interregional and global IPFs

48. It should be noted that it is not the purpose of SPR rehabilitation and reconstruction funds to improve the performance of the affected development infrastructure (with the exception of the reduction of vulnerability referred to above). The improvement of performance is properly undertaken with IPF resources, and indeed SPR and IPF resources could well be jointly used where the objectives go beyond reconstruction and rehabilitation.

Specific criteria for project approval

49. Reconstruction and rehabilitation activities tend to be capital-intensive in nature and the infrastructure affected represent valuable development assets. It is therefore incumbent upon the resident representative to consult fully with those organizations rendering assistance to the affected country, preferably through the mechanism of the Disaster Management Team. The resident representative will be required to certify that the proposed reconstruction and rehabilitation activities presented for UNDP assistance are the product of a review by the Government of the vulnerabilities exposed by the disaster in question. Alternatively, such an assessment could form the early stages of a reconstruction and rehabilitation project with the results of such a review providing the necessary data for the later stages of the project.

50. The prevailing criteria for decision-making regarding SPR allocations shall be those listed in paragraph 8 above, with the exception of the first criterion, which applies only to a relief phase.

Financial requirements

51. As with the emergency relief subcategory, it is impossible to estimate in advance the occurrence of emergencies and consequently to which countries allocations will be made. During the first two and a half years of the cycle, the average allocation was $561,000 while the maximum possible was $1.1 million. From June 1989 to December 1990, the ceiling varied between $200,000 and $500,000, and the average allocation dropped to $407,000. The implication of this pattern is that UNDP has been unable to respond at the normal maximum level ($1.1 million) to disaster emergencies of unusual magnitude.

52. The funds available ($17 million) would allow an average allocation of only $340,000, assuming the same number of economically destructive disasters as in the fourth cycle. Accordingly, the Administrator will present proposals

at the February 1992 session of the Governing Council regarding the level of maximum allocation. His recommendations will be based on the views of the Council concerning the release of extra funds for this subcategory, and upon the pending system-wide study on disasters and emergencies.

53. As with the emergency relief subcategory, funding requirements can be prorated over the period of the cycle. Consequently, in 1992-1993, $6.8 million will be required and in 1994-1996, $10.2 million will be required.

/...

Subcategory A4: Refugees, displaced persons and returnees

Allocations in the fourth cycle

54. In June 1990, the Governing Council allocated $500,000 for this category of activity during the balance of the fourth cycle. The Senior Advisor to the Administrator on Emergencies, Refugees, Returnees and Displaced Persons was appointed in November 1990. During the first quarter of 1991, funds totalling $350,000 were approved for activities in six countries.

Background and justification

55. The problem of uprooted persons in the world today is massive. An estimated 16 million persons have been forced to flee their country and become refugees. During 1990, perhaps 100,000 refugees were able to return home. The primary group of internally displaced persons for whom UNDP has responsibility in the United Nations system are those displaced in situations in which man-made factors were a major or the major cause. A reasonable estimate of their numbers is 20 million persons.

Specific objectives and strategies for achieving them

56. Specific objectives in this subcategory include:

(a) To aid in the rehabilitation, reconstruction and long-term development of areas affected by large refugee movements;

(b) To aid in the effective reintegration of returnees to their country, especially regarding economic and development activities;

(c) To adequately support the resident coordinator in carrying out their mandate for coordination of assistance to displaced persons (in both the relief and post-relief phases);

(d) To quickly fill crucial gaps in relief assistance to internally displaced persons.

57. The strategy for UNDP's involvement with refugees is to facilitate and participate in the steps required to create effective development-oriented projects that generally include both refugees and local residents, and to help seek additional funding to carry out such projects. For returnees, UNDP's strategy is to facilitate the reintegration of the returnees into the local economy.

58. For internally displaced persons the strategy is to use these SPR funds to provide the resources needed to get relief efforts going quickly and effectively in the essential early stages, and to look to other funding sources to provide funds, sometimes to be administered by UNDP, to support action beyond this start-up period. Thus, funds are to be made available quickly and with the ability to apply them flexibly in order to respond to the

actual needs on the ground in each situation. This includes funds to support the resident coordinator's role in overall coordination of assistance as well as some minimal funds for immediate, crucial "gap-filling" relief assistance.

General guidelines

Project quality and project impact and activities to be funded

59. Successful UNDP efforts regarding refugees should lead to a demonstrable reduction in the negative impact of refugees on the local population through well conceived and funded aid projects. Successful efforts regarding returnees should produce projects that integrate them into the economic and social structures of the community. Efforts regarding the internally displaced should result in a quicker and more effective United Nations system-wide response, with donors quickly receiving credible information in order to make appropriate funding decisions, and the Government willing to apply IPF funds if needed for further coordination activities.

60. For refugees and returnees, UNDP will facilitate inter-agency needs assessments and project development activities, and in follow-up work to seek additional donor funds for such projects.

61. For internally displaced persons, assistance will be provided to the resident coordinator in carrying out such coordination roles as assessment, monitoring of assistance, rational allocation of relief resources, liaison with donors, etc. Examples of use would include temporary hiring of relief experts, procurement of vehicles and communications equipment, funding of assessment and other relevant studies (for example, transport studies) and costs of maintaining staff in field sites.

62. Also for internally displaced persons, the provision of material assistance (e.g., food, medicines, shelter materials, drinking water, etc. including logistics support if needed) to fill immediate, critical gaps in the assistance system.

Limitations on the use of these funds

63. Funds for refugee and returnee activities are for project development costs and not to fund the projects thus developed. SPR funds should be used only when the costs cannot be covered by either UNHCR or another special funding source.

Complementary use of country, interregional and global IPFs

64. These SPR funds for refugees and returnees are meant to help create projects that will be funded by non-SPR sources, which may, in some circumstances, include IPF funds. For internally displaced persons, Governments may choose to use IPF funds to expand and continue the coordination functions initially supported through the SPR.

/...

Specific criteria for project approval

65. For activities regarding refugees and returnees: These funds are to be utilized for the costs of needs assessment and project development only. They are to be expended within six months of approval. Funds are limited to a maximum of $50,000 per emergency.

66. For support to the resident coordinator in coordinating assistance to internally displaced persons: These funds are to be disbursed within one year of approval, and funding is limited to a maximum of $100,000 per displacement situation. Funding for continuation of these activities must be sought from other sources.

67. For activities to fill gaps in assistance to internally displaced persons: The material assistance is to be provided to the displaced persons themselves or jointly to these persons and those adversely affected by their arrival. The resident coordinator is to certify that the needs addressed are crucial, that no other agency is available to meet them within the time required, and that simultaneous with the provision of this aid, his or her office was seeking other agencies to address these needs if required beyond the period covered by UNDP's inputs. Funds are to be disbursed within six months of approval and are limited to a maximum of $50,000 per overall displacement situation.

Procedures for design, approval and implementation

Project design and approval

68. The procedures for project approval will be the same as those applying for the emergency relief subcategory.

Monitoring and evaluation

69. Monitoring of these projects will be conducted by the local field office in accordance with standard UNDP procedures.

Funding requirements

70. Over the fifth cycle, $4,720,000 will be available for this subcategory. Although it is impossible to predict how many people will be uprooted in how many countries in the next five years, if the current rate of uprootedness continues these funds will certainly be fully utilized. As calls upon funds are determined by the occurence of emergencies, the funds may be prorated, with $1,880,000 being foreseen for 1992-1993 and $2,832,000 being foreseen for 1994-1996.

/...

CATEGORY B: THEMATIC ACTIVITIES

Subcategory B1: Poverty eradication and grass-roots participation in development

Earmarking: $20 million

Background and justification

1. At the February 1991 special session, the Governing Council decided to earmark $20 million from the SPR to expand and strengthen the cooperation which UNDP is able to provide to Governments in the area of poverty eradication and grass-roots participation. This will enable UNDP to respond to demands from Governments and UNDP field offices, both as a source of technical expertise and information, and as a mobilizer of additional financing.

2. During the fourth programming cycle, no SPR funding was made available for poverty alleviation and grass-roots participation as such. However, in 1988 SPRs were made available to launch the Partners in Development Programme, which is a grant programme designed to support, in a selected number of countries, the initiatives of NGOs and community-based organizations. Most of the initiatives financed so far under this programme have been geared to community-based development, including income-generation poverty alleviation projects. Detailed information on this programme is contained in the report to the Council on NGOs and participatory development.

Objectives and strategies

3. Poverty alleviation and grass-roots participation refer to processes whose objective is (a) to enable people to initiate action for self-reliant development and acquire the ability to influence and manage change within their society; and (b) to implement policy measures and operational activities designed to enlarge and sustain the possibilities of disadvantaged groups to satisfy their basic needs, to articulate their development concerns at the policy-making level and to develop their full potential to lead productive, dignified and creative lives in accordance with their needs and interests. Although it is important for the success and sustainability of any development strategy, a comprehensive policy for grass-roots participation is an essential part of any viable approach to poverty alleviation.

4. To address these multidimensional aspects, UNDP will work with Governments, academic and technical institutions, NGOs and communities to develop and implement innovative strategies, programmes, organizational approaches and specific activities aimed at promoting poverty alleviation and grass-roots participation. The objectives to be pursued under the SPR poverty alleviation programme include the development and testing of concepts and methods, and their mainstreaming during the fifth cycle so that they become fully integrated into UNDP's programmes and projects.

/...

General guidelines

Project quality and project impact

5. To be guided by the global policy framework set for UNDP by its Governing Council and national policy frameworks set by recipient Governments. Particular attention will be paid to identifying indicators for assessing the impact on the poorest segments of the society, including people's own perceptions of this impact.

Types of activities to be financed

6. Activities would be undertaken at headquarters and at the national level, and would consist of the development of new concepts and methods, and direct support to pilot and demonstration work. Examples of the areas in which activities would take place are the following:

(a) At the macro policy level, support will be given to analyses of existing national and regional experiences, including the relationship between macroeconomic policies and poverty; linkages between poverty and other priority themes (environment, education, population, WID, HIV/AIDS, urbanization, technology and trade); and access of the poor to productive resources. Poverty profiles will be undertaken on a pilot basis, involving an analysis of the national poverty situation, institutional setting and resource allocation. Support will be provided for the incorporation of poverty alleviation concerns in national strategies, NaTCAPs and particular cross-sectoral and sectoral programmes or projects. In the latter cases, methodologies such as rapid or participatory appraisal will be tested.

(b) Strategies will be developed to enhance the effectiveness of UNDP support to people's self-help initiatives and the dialogue between Governments and grass-roots organizations, including the development of decentralized political and administrative systems and legislative frameworks; to promote participatory approaches to development, including community-based management and participatory evaluation; and to promote the development of an enabling environment and access to resources for community-based organizations and intermediary groups, particularly NGOs.

(c) Support for analyses of social service systems will be available at the national level to determine the effectiveness and equity of delivery; to develop methodologies for identifying a core of public expenditure which benefits the poor; to develop sustainable social security safety nets; and to enhance the role of NGOs in delivering social services.

(d) Strategies will be developed to support Governments in increasing the access of the poor to productive assets, including land, credit, employment and information, and in focusing on the "popular economy", through targeted microcredit, savings and guarantee schemes for the self-employed, community groups and micro-enterprise; on land distribution and titling; and on the establishment of demand-driven systems of advice and technical assistance to the poor.

/...

(e) The Partners in Development Programme will continue to provide direct support to indigenous NGO and community-based projects.

7. Much of the above calls for a focus on social learning and adaptation to local diversity, requiring experimentation, new approaches and new partners. It will be important to promote exchanges of information, networking and distillation of experience for further application.

Eligibility

8. All countries would have access to SPR-supported poverty alleviation and grass-roots participation initiatives. However, priority will be given to those countries which demonstrate a commitment to national action in this area and which are willing to devote part of their IPF for the same purposes.

Limitations

9. No limitations are foreseen.

Use of United Nations system expertise

10. UNDP will be actively exploring with other United Nations agencies which have set up programmes focusing on poverty alleviation and grass-roots participation with a view to examining possibilities of closer cooperation, including CSDHA, DIESA, FAO, Habitat, IFAD, ILO, UNFPA, UNICEF, WFP and the World Bank. It will draw on the experience of pilot analyses being carried out by the Joint Consultative Group on Policy.

Complementary use of country, interregional and global IPFs

11. SPRs are to be used in the fifth cycle to assist Governments desiring to make poverty alleviation and grass-roots participation national development priorities using their IPFs. Thus, SPR funding would be a catalyst, as well as a means of mainstreaming UNDP's commitment to poverty alleviation as part of its overall human development approach. In that broad framework, the focus will be on (a) country level priorities, country programmes and long-term indigenous capacity-building in the design of actions aimed at poverty alleviation; and (b) strengthening national capabilities for diagnosing and assessing information and policy analysis. The strategy will also seek to build on UNDP's comparative advantages, including the ability to focus technical assistance cooperatively on problems identified at the country level from a number of different sources; and to network and facilitate the exchange of experience. Poverty alleviation initiatives will be to a large extent trans-sectoral, and cut across more than one of the areas listed in paragraph 7 of Council decision 90/34.

Criteria for approving the use of SPR funds for individual activities

12. The criteria for allocation of resources to the particular programme components will include:

/...

(a) Demonstrated relationship between the problem(s) to be addressed by the proposed activity and poverty alleviation;

(b) Catalytic role of the proposed programme component with respect to national capacity-building and resource mobilization in the area of poverty alleviation and grass-roots participation;

(c) Positive potential impact of the proposed programme components on the effectiveness of UNDP-funded activities in the country and/or at the regional and interregional levels;

(d) Consistency of the proposed programme components with UNDP appraisal criteria;

(e) Priority given to people-centred/people-managed programme components designed in the spirit of popular participation;

(f) Not more than 50 per cent of the resources will be allocated to any one region.

Procedures for design, approval and implementation of individual activities

13. The Human Development Division, designated as the focal point for poverty alleviation, will serve as coordinator of the programme, working closely with the regional bureaux and other units concerned, to prepare programme documents covering the major components described above. A PAC comprising regional bureaux and BPPE representatives will vet these programme documents before their submission for approval to the Action Committee. Individual activities meeting the criteria set by the approved programme documents will be identified by field offices, bureaux and the HDD and developed collaboratively into project documents which will be reviewed and approved by the PAC.

Evaluation and monitoring

14. Overall monitoring and evaluation of the programme will be carried out according to normal UNDP procedures. BPPE will coordinate periodic reporting to the Governing Council.

Funding requirement

15. (a) Over the fifth cycle, the funding requirement under SPRs for poverty alleviation and grass-roots participation amounts to $20 million.

(b) Over the next two years (1991-1993), the funding requirement would amount to $8 million.

16. This funding will provide for (a) national and international consultants' subcontracts with institutions, organizations and NGOs for the preparation, elaboration and launching of activities in the areas delineated above; and (b) grants in the framework of the Partners in Development Programme.

/...

Subcategory B2: Environmental problems and natural resources management

Earmarking: $25 million

Background and purpose

1. During the fifth cycle, UNDP will continue to expand its environmental activities in support of the growing demands from developing countries and regional and interregional institutions. This programme of work was outlined in the Administrator's report at the thirty-seventh session of the Governing Council entitled "Environmental dimensions of development: commitment and progress in 1989" (DP/1990/27). The action plans, formulated according to an evolving strategy, are being implemented by resident representatives under the guidance of the regional bureaux, DGIP and other units, especially UNSO, CDF and UNIFEM. These initiatives received unanimous support from the Governing Council in the plenary debate as reflected in its decision 90/20.

2. In support of the accepted need to accelerate the integration of environment and development issues, the Governing Council, in paragraph 8 of decision 90/20, requested the Administrator "to earmark thematic special programme resources in accordance with their fourth cycle availability". UNDP's expanding role in coordinating and implementing the global environmental aspects of development, through the mobilization of additional funding on concessional terms and the transfer of environmentally benign technologies to developing countries, also required the vigorous pursuit of activities financed in part by the SPR that will continue to identify opportunities for IPF allocations in harmony with the thematic thrust of fifth-cycle programming.

3. The availability of fourth cycle SPR funding and bilateral cost sharing has enabled UNDP to launch several interlinked, policy-forming environmental initiatives, many of them referred to by the Governing Council, which are becoming operational at the field level. With the endorsement given by the Governing Council in decision 90/20, for example, the Administrator has mobilized UNDP's technical, managerial and financial capacity in support of the people-centred objectives of the United Nations Conference on Environment and Development (UNCED) and the implementation of the agreed action plan.

4. Activities which became operational during the fourth cycle include, *inter alia*, the drafting, testing and use of the Environmental Management Guidelines; launching of the Sustainable Development Network; country ozone protection initiatives; initial implementation of the Global Environment Facility; environment workshops and related country policy support; and the UNCED preparatory process, particularly assistance to NGOs. For these and other activities, the total SPRs allocated to the environment and spent during the fourth cycle is estimated at $2.6 million.

5. The purpose of the SPR Thematic Activities on Environment Issues and Natural Resources Management (EINRM) is to intensify in a comprehensive manner

/...

UNDP's efforts to implement the sustainable development concept in the countries to which it provides assistance. The EINRM programme has been developed as a result of the authorization of the Governing Council in decision 91/3 to use the SPR during the fifth cycle specifically for this purpose.

6. The implementation of the activities aimed towards the goal of sustainable development as summarized herein will continue during the fifth cycle. The evolving nature of the immediate and medium-term priorities of developing countries concerning environmentally sound and sustainable development requires a highly professional approach by UNDP. This approach will be enhanced by intensified use of the Environmental Management Guidelines and training of UNDP staff to reject the notion of "business as usual" and to accept new, adaptive ways of planning and implementing effective activities. The development of human resources in developing countries will be expanded, and collaboration with United Nations system agencies and bodies, especially UNEP and the World Bank, the regional banks and NGOs will continue to be pursued.

Objectives and strategy

7. There are 16 activities within the EINRM programme, each of which responds to at least one of the following four objectives:

(a) Strengthening national governments' and people's participation in national and local environmental efforts: to support the formulation of environmental plans and policies in countries which request such assistance, or, in a regional context, for countries considered environmentally vulnerable; and to strengthen the institutional and technological capacities of Governments, NGOs and the independent sector in developing countries in order to enhance environmentally sound and sustainable development, particularly in follow-up to UNCED;

(b) Increase awareness: to better equip individuals with the skills needed to make informed choices about the environment, thereby facilitating the pursuit of sustainable development objectives; and to share information on the environment with UNDP staff, affiliate professionals, national government staff, NGOs and grass-roots organizations, and other interested individuals;

(c) Support global, regional and special environmental initiatives: to facilitate broad participation in special environmental initiatives, particularly those of global and regional significance, and to increase the effectiveness of such initiatives; and

(d) Improving capacity to promote sustainable development: to enhance human resource capacities in all sectors in developing countries in order to promote environmentally sound development; and to ensure that UNDP activities reflect the principles of environmentally sound sustainable development, thereby integrating environmental concerns into all of the organization's work.

/...

8. The SPR Programme on Environment Issues and Natural Resources Management is an extension of the strategy outlined in the Administrator's report in DP/1990/27. Currently, there are eight ongoing and eight planned interrelated initiatives that together comprise a strategy for the fifth cycle. This strategy promotes longer-term orientation of IPF country programming towards the integration of environmental concerns into the development process. Many of the existing and new initiatives require substantial seed money and support for implementation through country and inter-country programmes. The EINRM will rely on SPR resources as both a source of direct funding and a springboard for obtaining additional financing to further enhance programme activities, such as through the partnership in managing the Global Environment Facility and activities of the Multilateral Fund for the Protection of the Ozone Layer. In particular, UNDP will continue vigorously pursuing its partnership with Governments, NGOs and the UNCED secretariat in support of the preparations for the Conference, its agenda 21 and the framework plan of action.

General guidelines

Types of activities

9. The development dimension is central to UNDP's initiatives related to environment. In this regard, priority is given to technology transfer, human development, institutional strengthening and policy reform to facilitate sustainable development. Further, UNDP gives priority to sustainable development based on expanded, people-centred international cooperation between developed and developing countries which results in equitable economic growth and development and the alleviation of poverty.

10. UNDP has already initiated numerous environmental activities under INT/89/703, Environment and sustainable development workshops; INT/89/066, Environmental initiatives through Norwegian seed money; and INT/91/711-722, a multifaceted environment programme. SPR funds will be used to continue these activities and to launch other efforts proposed during the last quarter of the fourth cycle but as yet without a source of financing. The Sustainable Development Network, for instance, which was referred to by the Secretary-General of UNCED at the Preparatory Committee for UNCED in April, will be the basis for disseminating much of the information and promoting many of the initiatives generated by the Conference. The Network, facilitated by UNDP's global presence through its 112 field offices, will link governmental, research, non-governmental, grass-roots, and entrepreneurial organizations for the purpose of collecting and exchanging information, ideas and experience and pooling resources in support of sustainable development within a country.

11. Activities and/or categories of activities have been grouped according to the objectives listed above as they best apply, and in some cases, overlap may occur. Ongoing activities are denoted with an asterisk (*). It should be emphasized that the activities listed will not be supported exclusively by SPR funds. Resource mobilization is and will continue to be a major ongoing effort.

(a) Strengthen national Governments' and people's participation in national and local environmental efforts:

(i) UNCED and UNCED follow-up;

(ii) Sustainable Development Network;*

(iii) Country policy support;*

(iv) Water and environment;

(v) Technology transfer;

(vi) Energy;

(vii) Urban environment;

(viii) Community-based natural resource management systems;

(b) Increase awareness and training:

(i) Environmental education;*

(ii) Youth Environment Corps;

(iii) Video on successes in environment and natural resource management;

(iv) Sustain, a UNDP environment and development journal;

(v) World Resources Report - production and publication;*

(c) Support global, regional and special environmental initiatives:

(i) CFCs/ozone;*

(ii) TFAP and activities related to sustainable resource management;*

(iii) Biodiversity;

(iv) Sustainable agriculture;

(d) Improve capacity to promote sustainable development:

(i) Environmental Management Guidelines;*

(ii) Human resources training and skills development.

/...

Eligibility criteria

12. Eligibility criteria will be established for channelling of funds to countries and/or regions in order to guide the implementation process in an institutionally acceptable manner. Such criteria will vary between individual activities, but some common ground should be found by applying such principles as:

- Emphasis on demand-driven support;
- Country level orientation;
- Filling of gaps in existing situations and networks;
- Efficiency through marginal value added considerations;
- Potentials for effective policy changes;
- Priority to resource scarce and environmentally vulnerable settings;
- Integration of gender and poverty concerns;
- Potential for resource mobilization.

These non-prioritized principles have been applied to fourth cycle SPR activities and will be further developed and applied to individual fifth cycle activities.

Use of United Nations system expertise

13. As many of the proposed activities are intimately related to the work of other United Nations agencies, environmental policy issues will continue to be reviewed in very close collaboration with UNEP and the members of the DOEM. Experience gained in managing programmes by other agencies, such as ESMAP, will be drawn upon as appropriate.

Procedures and criteria for design, approval, implementation and evaluation

14. The UNDP EINRM programme will be implemented in the countries under the supervision of the regional bureaux and other operational units, and will be coordinated and managed centrally by TAD/BPPE. Governments, NGOs and executing agencies will participate in the execution of the EINRM. Activities will be initiated by the operational units following informal consultation with TAD. The initiating unit will prepare terms of reference, identify consultants, define new activities or procurement requirements, with technical support from TAD as required. Management and implementation of activities is undertaken by the operational units, while technical soundness and compatibility with SPR objectives is monitored by TAD. TAD will designate a

/...

task manager who will perform a coordinating function among TAD advisers and other BPPE specialists and who will be responsible for reports required by UNDP or by cost-sharing agencies. In accordance with UNDP procedures, each activity will be subject to a progress review every six months, with an in-depth thematic programme review occurring every 18 months.

Budget, inputs and expenditures

15. In the programme of activities listed above, a comprehensive plan for ongoing and planned initiatives aimed at the integration of environmental considerations into the development process is presented. Some activities have already been initiated, others are committed and the remainder are ready for implementation. The programme will be supported in large part by SPR funds. In the past, such resources have been leveraged to obtain funding from other donors, such as the Governments of Finland, Japan, the Netherlands, Norway, Sweden and the United States of America. The SPR will continue serving as seed money to encourage bilateral cost-sharing, which will augment existing IPF allocations for the environment. Should additional funds fail to materialize, the SPR funds will be directed to national priorities at the country and regional levels.

16. Considering the momentum created by the UNCED process and conference, expenditures are expected to be heavy up front. During 1992-1993 it is foreseen that expenditures and commitments will reach $14 million of the total earmarked SPR of $25 million.

Subcategory B3: Management development

Earmarking: $40 million

General description and purpose

1. The Management Development Programme (MDP) has operated since 1988. The purpose is to help Governments design and carry out long-term, strategic programmes for management improvement. These programmes combine mutually supportive lines of action towards civil service reform, improved productivity in public service and public enterprises, improved enabling environment for the private sector, decentralization and improved local service delivery, and better financial and human resource management. Experts often use a process approach.

2. Establishing the MDP, the Governing Council provided it with $60 million in SPRs for the fourth cycle. By 1 January 1991, more than 90 Governments had requested support under MDP. Programming had begun in 77 countries; 32 countries had approved project activities, fully or partially financed from MDP funds; an estimated 60 countries will have approved projects by the end of 1991.

3. MDP programming has also encouraged complementary use of country IPFs, and has helped attract resources from other donors for public sector management improvement programmes. By 1 January 1991, the IPF contribution to MDP projects amounted to $15 million while cost-sharing and parallel financing had provided about the same amount.

4. MDP came into existence in response to strongly felt needs for improved management of human and financial resources in many countries. The stage was set for the activities under MDP by developments that occurred during the late 1980s. It was a period when many countries, in different political circumstances, undertook structural adjustment programmes that called for reduced public spending, greater efficiency in economic management, reduced reliance on central planning, increased decentralization of responsibility for development, and greater reliance on market forces and the productive capacity of the private sector. The role of MDP in this context was to help Governments develop the capacity to carry out the required reforms.

5. While MDP has primarily focused on major management improvement programmes, MDP also provides the flexible funds necessary for immediate response to management requirements occurring in new political situations, giving UNDP time to raise funds for long-term needs. This applies particularly to Eastern Europe. In Poland, for example, MDP has not only sponsored needs assessments and the planning of long-term management improvement, but has also contributed limited funds for high-level advisory services, seminars and project activities.

6. Achievements to date include: (a) Uganda: a strategy for dealing with civil service size, organizational structure, working methods and procedures,

management, decentralization, accountability, morale and performance; (b) Mongolia: support towards a more open, market-oriented economy through human resource development for trade and investment promotion, state-owned enterprise restructuring, administrative reform, and strengthening of national policy formulation; (c) Guyana: comprehensive support to the country's economic recovery programme, including 31 interrelated, management-strengthening projects supported by four different donors; and (d) Tunisia: help in eliminating institutional constraints to comprehensive package of policy reforms designed to address economic imbalances.

7. A recent evaluation of the MDP broadly endorsed the approach taken during the fourth cycle, and said that the MDP approach and its focus on building national strategic management capacity should, over time, become central to the work of UNDP.

Specific objectives and strategies

8. SPRs will support programmes in new countries and follow-up of innovative and experimental programmes in countries where activities have begun during the fourth Cycle.

9. MDP is helping Governments to improve their public sector management capacity in the context of the changing relations between public and private sectors. By the end of the fifth cycle, the following objectives will be met:

(a) UNDP will have refined modalities for strategic management improvement programme approaches, and tested them in all regions.

(b) Many more countries will have initiated substantial public sector management improvement programmes with the support of UNDP. Many will have domestic capacity for designing and executing institution-building initiatives.

(c) UNDP will have gained greater experience and refined methodologies for working with administrative reform, productivity and efficiency improvements, women in management, decentralization, participation and service delivery, economic liberalization and transition to a market economy, Government's interface with the private sector, aid and debt management, and personnel management systems for the public sector.

(d) UNDP will have refined the process approach, designed training materials, and trained government officials, and UNDP staff and consultants, in using it.

(e) Complementary research will have collected, analysed and distributed empirical lessons on management development and organizational change. Institutional twinning arrangements will be in place, coupling organizations at differing stages of development. MDP experience will be distributed through written material, workshops and the building of networks between MDP-supported programmes.

/...

(f) Improved systems will be in place, including consultant rosters, other records management systems, and improved communications, monitoring and control.

General guidelines

10. The guidelines for MDP offer a wide choice of specific areas for intervention to strengthen management capabilities. The actual focus of each programme depends on government priorities and needs assessments.

11. In implementing MDP, UNDP has applied a programme approach as recommended by General Assembly resolution 44/211 of 22 December 1989. The reforms under way or contemplated in many countries imply systematic public sector changes. This requires a programmatic design of mutually supportive components. UNDP has also stressed the need for a long-term perspective and for activities that are sustainable and well internalized in the host country's administration. MDP is increasingly using process consultation approaches that help those responsible for systematic changes to manage this process. MDP experts support a country's own strategic analysis and process of decision making. This approach typically involves working with key government officials in developing a shared understanding of issues and needs and results in an action plan and specification of technical assistance. The sustained internalization of systematic change requires forms of cooperation that offer more than prescriptive advice and individual skills training.

12. As decided by the Governing Council, the programme is available to all countries wishing to participate. To reconcile this principle with UNDP's priority concern for low-income countries, particularly the least developed countries (LDCs), MDP uses the following approach. All countries requesting support receive help with needs assessments and the preparation of programmes, while low-income countries receive preference for project funds. No more than 50 per cent of the resources will be allocated to programmes in any one region.

13. During the initial phase of the development of MDP, it was important for UNDP to get experience, to learn from its own activities and to build its own capacity. Only in that way could the programme find a distinct identity, stressing the programme approach and the idea that UNDP should help Governments develop broad-based management improvement strategies that could also attract support from other sources. The desirability of drawing on fresh pools of expertise also motivated UNDP's efforts to seek consultants outside the United Nations system. From the beginning, UNDP worked closely with the World Bank in carrying out MDP. Over time, the cooperation with other agencies within the United Nations system such as UNDTCD has increased. This process will continue as recommended by the evaluation. Based on the experience that UNDP has now built, the organization will seek active cooperation with other organizations in the United Nations system both for methodological development and during the programming and implementation stages of national management development programmes.

Special criteria for approving use of SPR funds

14. The following criteria will be applied:

(a) The availability of a broad needs analysis and the systematic scope of the proposed programme;

(b) Strong political commitment from leadership to major reforms calling for substantial institutional capacity-building;

(c) The existence of a policy framework for management improvement and high-level political commitment to it;

(d) The effective assignment of responsibility for change management and close links between political and administrative organs with commitment to change; the involvement of the country's own institutions in capacity-building;

(e) The design of assistance and the extent to which it increases the prospects for sustainability of efforts, including twinning arrangements with appropriate institutions;

(f) A project's linkages to other externally supported activities and its role in strengthening coordination of assistance;

(g) The extent to which the resources of MDP can be deployed as seed money;

(h) As the fifth programming cycle approaches, the willingness of countries to commit IPF funds is given increased attention.

Procedures for design, approval and implementation of activities

15. Project documents need to meet the above criteria, besides all other requirements. Typically, missions are designed, experts recruited, and project documents drafted by the MDP Support Unit in BPPE, in response to government requests. All missions are proposed to Governments only after approval by the relevant field office and regional bureau. Projects are approved first by the field office Project Appraisal Committee (PAC), then by the bureau PAC, and finally by the Action Committee (except for projects under $100,000 that can be approved by the Regional Director on the recommendation of the MDP Coordinator).

16. MDP experts who work on needs assessments and programme design will often participate in approved programmes, and help to recruit additional experts. Maximum use is made of women and local management experts. Monitoring and evaluation are built into the design of each project, and may be the responsibility of the Government, executing agency, field office, or the MDP Support Unit.

/...

17. All major, strategic initiatives of MDP are carried out after consultation with the MDP Reference Group, representing all the regional bureaux, TAD/BPPE and OPS.

Funding requirement

18. The $40 million in SPR funds foreseen for the fifth cycle will be used for programme formulation and for contributions to the financing of programmes. Considering the principal mandate of the MDP - to help Governments develop strategic programmes for management improvement - priority will be given to support with programme formulation. For that purpose, $15 million (around $3 million per year) will be required. The remaining SPR funds (around $25 million) will be used as contributions to programmes that must heavily rely on financing from other sources. In order to have some seed money available during the whole programming cycle, no more than $15 million should be committed before 1994.

19. It is impossible to say how much from other sources will be attracted to MDP activities. Considering the priority that many Governments attach to public sector management improvement and the need for follow-up of programmes initiated during the fourth cycle, it seems reasonable to assume that $100-$120 million will come from IPFs during the fifth cycle. Joint financing and parallel financing from other sources should be at least of the same magnitude.

Subcategory B6: Women in development

Earmarking: $8 million

Introduction

Purpose of the programme

1. The main objectives of the programme are twofold - to contribute to the building and strengthening of national capacities in women in development (WID) and to enable field offices to draw on these capacities for the mainstreaming of WID in UNDP-funded technical cooperation. The programme responds to the criteria established for utilization of SPR resources in Governing Council decision 91/3.

Background and justification

2. UNDP created a Division for Women in Development in 1987 to promote the mainstreaming of WID in all its work. The Division's mandate was to "assist in ensuring and monitoring throughout UNDP's programmes and projects a substantially larger role for women, both as active participants at all levels and as beneficiaries of such projects."

3. In implementing its mandate, the Division has focused on the articulation of policy and the preparation of operational guidelines to promote consciousness-raising and to integrate WID concerns into country programming and project preparation. The Division also initiated the design, implementation and evaluation of training in skills development and gender analysis for UNDP, United Nations system and government personnel. Based on feedback obtained through a questionnaire submitted to all UNDP field offices and operational units at headquarters in late 1989, the Administrator reported to the Governing Council in 1990 on progress made towards mainstreaming WID. The questionnaire results indicated, inter alia, that more priority would be given to the mainstreaming of WID during the fifth programming cycle compared to the fourth cycle, and that demand from field offices for WID training, advisory services, data collection/analysis, research, etc. would substantially increase.

4. In June 1990, the Governing Council (decision 90/19) requested UNDP to continue to strengthen its capacity and that of recipient countries to ensure that their activities are gender-sensitive. Provision of training and other support at the country level to field offices and Governments was stressed. Triannual reporting on mainstreaming WID and gender responsiveness in UNDP's programmes on emerging issues such as environment, poverty, HIV/AIDS, refugees and displaced persons was also called for in the decision.

5. Additionally, in June 1990, the Governing Council (decision 90/34) requested that UNDP expand its mandate to include emphasis on the building of national capacities in WID. This decision identified five other priority thematic areas for national capacity-building, through which WID concerns also

/...

permeate horizontally: poverty alleviation, environment, management development, transfer of technology and TCDC.

6. In February 1991, in decision 91/3 of the special session the Governing Council decided to allocate $8 million from SPRs to improve the quality and effectiveness of UNDP's mainstreaming of WID, with a focus on building national capacity in this area.

7. Although no SPR funding has been granted to the Division for Women in Development to cover operational activities during the fourth cycle, there has, however, been a total allocation of $40,000 from SPRs since 1986 to meet UNDP's annual pledge to the JCGP WID subgroup. The funds have been used to finance joint expenses of the subgroup, in particular JCGP regional WID workshops and a study on structural adjustment.

Presentation of the programme

Objectives and strategies

8. From the experience gained so far in the mainstreaming of WID issues, it is clear that a new approach is necessary to meet the increased demand for assistance from field offices during the fifth cycle and to ensure that a more focused, issue-oriented and country/region specific strategy is adopted as required by the Governing Council.

9. Key elements of UNDP's strategy include the development of approaches to mainstreaming WID issues in the thematic areas identified by the Governing Council and the preparation of operational guidelines to assist field offices in implementing the WID mandate; the provision of gender training for UNDP, United Nations agency and government personnel; and the encouragement and enabling of field offices to make increasing use of strengthened national and regional WID capacities for UNDP country programme and project preparation, implementation, monitoring and evaluation.

10. SPR funds will be used to assist field offices in conducting surveys for the purpose of obtaining complete information on the distribution, mandate and terms of reference, and organizational strengths of WID capacities at the national and regional levels.

11. Survey results will be assessed to select pilot countries which have established facilities, women's NGOs and/or independent consultants which could, with a minimum of orientation and additional training, provide services to respond to field offices' varied requirements, including the provision of gender training for government, UNDP and United Nations system staff. In these pilot countries, field offices will receive funds to enter into subcontract arrangements with such institutions and/or individual consultants based on an agreed programme of work.

12. Survey results will also be used to select other pilot countries where established and well-functioning facilities do not exist or are in a nascent stage and assistance will be tailored to building for the longer term, such capacity in the form of technical cooperation projects.

General guidelines

Project quality and project impact

13. Projects are to be guided by the global policy framework set for UNDP since 1975 by its Governing Council, which directs UNDP to integrate WID throughout its work, and national policy framework set by recipient Governments.

Types of activities to be financed

14. The activities would include:

(a) Provision of assistance to regional bureaux and field offices to conduct surveys of WID capacities at the national and regional levels. Consultation with UNIFEM and other operational funds at headquarters will be carried out to assist in the identification and assessment process;

(b) Analysis and evaluation of information collected in order to prepare a proposed programme of action for presentation to a joint BPPE/regional bureaux Steering Committee for the selection of pilot countries;

(c) Development by field offices in pilot countries of (i) a programme of work with the selected institutions which could include, *inter alia*, subcontracting for consulting, research and training services for mainstreaming WID in their work, or (ii) a project of technical cooperation which gives priority to building WID capacity for future use by UNDP;

(d) In addition, creation of a regional or subregional network of individual consultants with expertise in gender training and in mainstreaming WID issues in UNDP activities. Fellowships and/or workshops will be provided to upgrade consultants' gender analysis skills, and to apply these to UNDP country programming and project activities;

(e) Development of approaches to mainstreaming WID issues in country programmes and the themes identified in Governing Council decisions 90/34 and 90/19 and preparation of relevant operational guidelines for application by field offices;

(f) Collaboration with other organizations and bodies of the United Nations system (particularly UNIFEM, the United Nations Statistical Office, INSTRAW and regional institutions) involved in data collection and analysis at the field level on the status of women to aim at a common conceptual and methodological approach. Inclusion of quantitative and qualitative data on

/...

the status of women for input to UNDP's Human Development Report and human development country profiles will be stressed.

Eligibility

15. All countries will be eligible, with priority initially to be given to field offices in those countries where the greatest potential is deemed to exist for building national and/or regional WID capacities.

Limitations

16. It is expected that no more that 30 per cent of the funds earmarked for pilot experiences will be allocated to any one region so as to ensure regional balance in accessing available resources.

Use of United Nations system expertise

17. Close inter-agency consultation and coordination is envisaged, with other United Nations WID units and UNIFEM as previously indicated. As designed, the programme reflects particular concern for ensuring complementarity between DWID and UNIFEM efforts in women and development and also for drawing on the experience of UNIFEM in implementing the programme. For example, UNIFEM programme personnel will constitute an important resource in the identification of national and regional WID capacities.

Complementary use of country, interregional and global IPFs

18. Governing Council decision 91/3 stresses the importance of using SPRs as a catalyst in ensuring that the other programme resources of UNDP achieve the objective of building national capacities in priority areas. It is expected that within interregional and global IPFs, provision will be made to ensure the mainstreaming of WID within individual projects as required and in the case of country IPFs, provision will be made to ensure WID mainstreaming in all country programmes and projects.

Criteria for approving the use of Special Programme Resource funds for individual activities

19. Criteria for the selection of pilot countries will be developed by the WID Coordinator with the assistance of the Steering Committee. The criteria will include provision for geographic distribution of projects to ensure availability of enhanced WID capacities to all regions.

Procedures for design, approval and implementation

20. Under the overall supervision of the Assistant Administrator of BPPE, the WID Coordinator in the Human Development Division will oversee the programme. For the purposes of selecting pilot countries, a Steering Committee comprised

/...

of regional bureaux and BPPE representatives will be established. UNIFEM will be invited to contribute to the Steering Committee's deliberations in a consultative capacity. Project proposals for accessing SPR funds will be presented to the relevant bureaux project appraisal committees (PACs) and to the Action Committee. The Coordinator will be directly responsible for the overall management and monitoring of the various programme activities, as well as for the preparation of periodic reports to the Governing Council.

Funding requirements

21. Under the SPR for WID over the fifth cycle, $8 million has been allocated:

(a) The budgetary requirement for the first two years of the cycle is $3 million;

(b) For the remainder of the cycle, the budgetary requirement is $5 million.

/...

CATEGORY C: OTHER SPECIAL AND/OR NEW ACTIVITIES

Subcategory C1: Human Development Report

Earmarking: $5 Million

Purpose and objective

1. Human development is the process of enlarging the range of people's choices. The concern for translating economic growth into better lives for people is common to both industrial and developing countries and countries in all regions. International cooperation in support of human development as a complement to, or input into, the national policy formulation process, may be seen as a continuing process and interest that is shared by countries at all levels of development.

2. The purpose of the Human Development Report is to facilitate exchange of development lessons, innovative thinking and policy experience among Governments in the area of human development.

3. At the same time, the report and related research work and studies will provide an input into UNDP's strategic thinking on future development challenges and the identification of new and innovative technical cooperation modalities to respond to them.

Strategy

4. The Human Development Report is to be prepared annually. Each year, the report is to consist of four main parts: (a) an update of recent events of special importance to human development; (b) a special focus chapter (e.g. human development financing, the special focus of the 1991 report); (c) a continuation of the debate on the concept and measurement of human development; and (d) updated human development indicator tables.

5. Future special-focus topics as well as the future work on the Human Development Index will be determined according to two criteria. One criterion will be to develop the debate on human development in a systematic fashion, moving from concept and measurement issues (which figured prominently in the 1990 report), to the question of financing (1991 report), with special emphasis on domestic policy choices. The second criterion that will determine UNDP's future work on the Human Development Report will be the responses received to the report - from Governments, other development professionals and policy makers and people at large. These responses would, of course, reflect newly emerging concerns and thus also be a means of ensuring continuing relevance of the report to changing policy priorities and issues.

General guidelines

6. Since the Human Development Report can serve as a vehicle for exchange of information among countries, its availability on the broadest possible basis should be facilitated. It should be issued annually so as to constitute a regular input into the global development debate. There should be sufficient publicity to promote awareness of the issues it contains. It should be available in various languages, at least in all working languages of the United Nations, and a wide circulation should be ensured.

Success criteria

7. The success criteria will be: (a) the demand for the report (measured in terms of numbers of copies of the report distributed); and (b) awareness of the report's main messages and proposals.

8. An independent evaluation will be conducted towards the end of the fourth year of the fifth programming cycle.

Funding requirements and procedures

9. Taking into account the costs of the 1990 and 1991 reports, it is estimated that the production of the Report will cost $1 million per annum to cover the costs of outside expertise, translation, design, printing, and other costs related to the distribution and publicizing of the report.

10. The experience to date indicates that there is a strong demand for the report throughout the world, including from Governments, universities and other teaching, training and research institutions, and NGOs. The report has proven to be a successful publication and in 1990 was reprinted three times. Efforts will be made to raise extrabudgetary resources to distribute 40,000 copies free of charge.

1992-1993 budget requirements

11. During the period 1992-1993, the requirement for SPR funding would be $2 million, i.e. $1 million per Human Development Report. The project covering the preparation and production of the report will be appraised and approved in accordance with usual UNDP procedures.

/...

Subcategory C2: Special Plan of Economic Cooperation for Central America

Earmarking: $20 million

General description and purpose

1. The objectives of the Special Plan of Economic Cooperation for Central America (PEC) were adopted by the General Assembly on 12 May 1988 (resolution 42/231). On 1 July 1988 the UNDP Governing Council allocated $20 million of SPR resources to finance UNDP activities to coordinate the Special Plan; a Central American Division was created at headquarters and the field offices in Central American countries were strenghtened. Subsequently the Central American Governments and later the General Assembly approved the decision-making mechanisms for PEC implementation.

2. The mechanisms consist of a Committee on Policies and Projects (Central American Ministers and representatives of the United Nations and Inter-American systems); the Support Committee (with the same composition but at the level of Vice-Ministers); sectoral meetings with Cooperating Governments and agencies; and ad hoc mechanisms, for sectoral or thematic activities. At the same time there is an intraregional decision-making mechanism approved by the Central American Governments.

3. PEC can be viewed from two different perspectives. On the one hand, it provides a framework and establishes priorities for international development co-operation targeted to the region as a whole. In this regard, PEC has significantly contributed to consensus building by means of structured consultative processes with governmental focal points, sectoral ministries and regional integration institutions.

4. From another perspective PEC assists the Central American Governments and the regional institutions in preparing the documentation, including profiles of priority investment as well as technical cooperation projects, in order to mobilize additional resources.

5. By means of technical cooperation projects PEC contributes to capacity building of Governments and regional organizations. On the other hand, it contributes to an adequate aid coordination of international cooperation, by closely working with Central American Governments and institutions, the United Nations and bilateral agencies and the development banks, both in headquarters as well as in the field.

6. Through March 1991, PEC has 53 ongoing technical cooperation projects which amount to $126.9 million, of which $13.8 are SPR-financed and the rest correspond to other contributions.

/...

7. Important projects assist the restructuring of FOCEM (Monetary Stabilization Fund), the strengthening of the Central American Bank for Economic Integration (CABEI), and the formulation of policies and preparation of investment projects in the agricultural sector (the World Bank-executed project RUTA II).

8. In addition, SPR resources have been used to launch different initiatives in the areas of intraregional debt, international trade, social sector development, environment and sustainable management of natural resources and tourism.

9. With respect to the mobilization of resources, it has been estimated that through March 1991, within the framework of PEC, an additional $158 million has been obtained for CIREFCA and CIAV and $47 million for the electrical sector. Besides, priority portfolios of investment and technical cooperation projects have been prepared for an amount of $1,300 million (agriculture, telecommunication and road networks), which will allow for an increase of pledges to the region.

10. Other parallel efforts take place within the framework of PEC: the EEC approved a 120 million ECU project to strengthen the Central American facility for compensation of payments related to intraregional trade. The WHO/PAHO coordinated programme "Health: a Bridge for Peace" constitutes an important scheme which has mobilized $150 million for the health sector during the first phase and expects to mobilize a similar sum during the Madrid meeting in April 1991.

Specific objectives of SPR activities and strategies

11. The evolving international context and its effects on official development assistance flows to the region, the result of the Central American Presidential Summit Meetings of La Antigua and Puntarenas (June and December 1990), and an assessment of progress achieved in the implementation of the Special Plan, underline the need to revise PEC's implementation strategy agreed to in the Geneva meeting with donors (July 1989).

12. Since September 1990, this issue has been discussed with the Central American Governments. The guidelines of the revised strategy were also discussed with bilateral and multilateral donors at an informal aid coordination meeting convened by UNDP (Tegucigalpa, November 1990).

13. The strategy also takes into consideration the participation that UNDP has regarding the new initiatives in international cooperation for Central America: the United States of America sponsored "Partnership for Democracy and Development" and the Regional Consultative Group which will be led by the Inter-American Development Bank. These initiatives have been approved in principle by the Presidents of Central America and their actual form is now under discussion. Finally, the common development goals agreed upon by the Presidents of Central America and Mexico in their summit meeting at Tuxtla Gutierrez, Mexico, are also being taken into consideration.

14. The revised PEC strategy reflects the following:

(a) PEC will continue activities aimed at the mobilization of resources but will emphasize actions for capacity building in Central American governmental and regional organizations;

(b) In so far as thematic/sectoral priorites are concerned, continued efforts and resources (particularly from the UNDP/SPR allocation) will be given to the following:

(i) Refugees, returnees and displaced persons;

(ii) Agricultural sector;

(iii) Infrastructure: electrical sector, telecommunications and road networks;

(iv) Projects aimed at the restructuring and strengthening of Central American integration institutions (CABEI, etc.);

(c) At the same time, PEC will emphasize the following areas:

(i) Social development: Programmes of compensation to alleviate the impact of adjustment policies on the most vulnerable social sectors. Projects linked to better provision of social services and of strengthening policy formulation and implementation capabilities of local agencies and institutions;

(ii) Environment and sustainable development of natural resources: An effort to implement an integrated programme coordinated with the action of bilateral and other donors in this area;

(iii) Policies and actions directed to the private sector: Strengthening of productive capacity, industrial rehabilitation, technological development and promotion of international trade with special emphasis on export expansion.

General guidelines

Project quality and project impact

15. Projects financed through SPR funds have the consensus of the five Central American countries and respond to sectoral priorities aiming at the improvement of the level of living of the population in Central America. These sectoral priorities correspond to those established in social and economic national and regional plans. RBLAC Division II operates on the basis of normal UNDP standards for formulation and execution of projects.

Type of activities to be financed

16. A PEC regional project may involve different activities of technical assistance and training, seminars and technical meetings, travel and missions in the region. Preparatory assistance projects are generally implemented as a first stage in order to assure consensus, to test pilot activities and to design longer-range projects.

Eligibility

17. PEC regional projects involve the participation of the five Central American countries. In some cases, the projects include Panama (e.g., agriculture, telecommunications, health) and Belize (e.g., CIREFCA, health).

Limitations

18. There are no limitations foreseen.

Use of United Nations system expertise

19. Different agencies pertaining to the United Nations system participate in project execution: ECLAC, FAO, UNCTAD/GATT, ITC, ITU, UNHCR, ILO, UNIDO, OMS/PAHO and the World Bank. Several projects are implemented through UNDP/OPS. Within the framework of PEC, programmes are coordinated by OMS/PAHO and UNICEF. CIREFCA is coordinated together by ACNUR and UNDP.

Complementary use of country, interregional and global IPFs

20. The implementation of PEC is coordinated by RBLAC/Division II, which also has the responsibility for the national programmes of the Central American countries. Hence, regional projects are closely linked or complementary to efforts made at the national level. National IPFs are used to implement an initiative at the country level which later can be expanded to a regional scale (e.g., agroforestry projects, uprooted populations, customs).

21. A preparatory assistance regional project for poverty alleviation links national initiatives and ongoing facilities on social investment funds. In the area of sustainable management of natural resources, regional initiatives (e.g., projects with CCAD and TFP-CA) are coordinated with national strategies.

22. The national and the regional programmes of water and sanitation are linked to the UNDP interregional programme on the subject.

/...

Specific criteria for approving the use of Special Programme Resources for individual activities

23. (a) The Central American countries defined a strategy for the allocation of resources according to priorities by sectors and areas. This strategy has been taken into consideration by the members of the UNDP Governing Council for the earmarking of $20 million for PECs second phase (fifth cycle);

(b) Regional projects must involve generally the participation of regional Central American organizations as implementing agencies;

(c) The issue of sustainability after project completion must be explicity considered;

(d) Another issue is the coordination with the activities of bilateral and other multilateral agencies regarding technical and financial cooperation for Central America.

Procedures for design, approval and implementation of individual activities

(a) Basic elements to be included in the project documents for the activities funded under the subcategory

24. All project documents must respond to PEC priorities and reflect the criteria already described. The institutional arrangements must assign clear responsibilities to the national counterpart.

(b) Country-level formulation and execution, and field office submission of project documents to the regional bureau for review and appraisal

25. Formulation and execution are responsibilities of field offices with the cooperation of other United Nations agencies and/or regional organizations. Support is given by headquarters to the resident representatives for these processes.

(c) Review, approval, monitoring and evaluation

26. In the fourth cycle, the procedures for appraisal, approval, monitoring and evaluation of PEC activities were the same as those applied to UNDP regional programmes. This practice will continue in the fifth cycle.

/...

Funding requirements

27. (a) Over the fifth cycle: $20 million will be allocated to PEC's priority sectors described in paragraphs 14 (b) and (c) above, and tourism, in 1992-1994, according to General Assembly resolution 45/231 of 21 December 1990 extending the Special Plan for an additional three-year period;

(b) Over the next two years: $14,540,000 will be allocated to the same sectors in 1992-1993.

/...

Subcategory C3: United Nations Programme of Action for African Economic Recovery and Development 1986-1990

Earmarking: $10 million

Background and justification

1. The General Assembly, at its thirteenth special session (May-June 1986) adopted by consensus resolution S-13/2 of June 1986, which established the United Nations Programme of Action for African Economic Recovery and Development 1986-1990 (UNPAAERD).

2. UNPAAERD, in accordance with the objectives and strategies of the African Priority Programme for Economic Recovery 1986-1990, sought to reverse the economic decline in the region and to establish a firm basis for sustainable development. UNPAAERD placed special emphasis on actions for the improvement of the food situation and the rehabilitation of agricultural development in Africa; drought and desertification; human resources development; and socio-economic policy reforms, including measures for alleviating Africa's external debt burden.

3. In 1986 UNDP could not provide much direct support to UNPAAERD because of the prior allocation of fourth cycle resources. However, UNDP supported the implementation of the priorities of UNPAAERD, mainly through: (a) the establishment of coordinating mechanisms for overseeing and monitoring the implementation of UNPAAERD, involving $2.3 million, and actively participated in consultative mechanisms; (b) reorientation of country and regional programmes of the Regional Bureau for Africa (RBA) and the Regional Bureau for Arab States and Europe (RBASE); (c) institution of special measures in support of African economic recovery and development by the RBA and RBASE, including: NaTCAPs, revitalization of planning and a number of programmes in support of the private sector; and (d) enhanced activities and programmes by special funds under the Administrator, such as UNSO and the NGOs Division.

4. The final review of UNPAAERD is under way under the auspices of the General Assembly but the unmet needs of the African continent is underscored by the fact that the United Nations mid-term plan for the period 1992-1997 focuses on the region.

Specific objectives of SPR activities under UNPAAERD

5. The major emerging needs for assistance in Africa in the course of UNPAAERD was the subject of the Maastricht Conference in May 1990. At the Conference, the African heads of State, Ministers of Planning and senior government officials agreed that among the priority needs for Africa in the 1990s are the need for a national long-term framework for socio-economic development, the development of African capacity for socio-economic policy formulation and implementation, regional integration, human resources development and the mobilization of enhanced resource flows for the region including debt relief.

/...

6. It is therefore important that SPR resources earmarked for African economic recovery and development should go to support the priority needs already identified by the Africans themselves. Moreover, the resources must be used as seed money to catalyze resources from other external sources on the one hand and to mobilize the collective efforts of African countries on the other. SPR programmes must also be innovative. On the basis of the foregoing, two areas are proposed for the use of the allocated $10 million to UNPAAERD:

(a) National Long-Term Perspective Study (NLTPS): One conclusion emerging from the UNPAAERD efforts is that the economic recovery and development of Africa requires a longer-term framework than traditional three-year adjustment programmes allow. Issues of environmental degradation (desertification, soil erosion, deforestation, etc.), population control, including the consequences of HIV/AIDS, poverty alleviation, science and technology, etc., require the building of a national consensus on a longer-term strategy. These issues, long neglected because of the economic crisis, are complex, interrelated and often long term in nature and require policy intervention. The foundations of the diagnosis are to be found in the recent World Bank study entitled "From Crisis to Sustainable Development: A Long-Term Perspective Study", and in the ECA report entitled "Alternative Framework for Structural Adjustment", both of which called for renewed attention to long-term structural transformation of African economies and societies. This message is congruent with the UNDP Human Development Report, which lays down a new development paradigm and articulates the importance and the role of human beings as means and end of any development strategy. In the absence of previous experience, the exercise will require strong technical backstopping to develop methodologies, monitor progress and share experience.

(b) African Capacity-Building Initiative (ACBI): The economic crisis in Africa of the 1980s, the resultant scrutiny of economic policies and the implementation of reforms and structural adjustment programmes have all highlighted the urgent need for stronger capacities within African countries for the preparation of economic and social policies and for the management of development programmes. As both the ECA framework paper for Africa's recovery and the World Bank study on Africa's long-term development prospects emphasize, sound economic and social policies are a necessary but often not a sufficient condition for long-term economic development. To be effective, these policies must be sustainable. Policy sustainability in turn requires a strong sense of African ownership. Of increasing concern is the need to build African capacities in policy analysis and development management. This will help reduce the excessive reliance on external assistance in formulating key policies and their implementation. Even more crucial is the need to build such capacities in Africa by supporting the revival of centres of excellence on the continent. UNDP is therefore collaborating with the World Bank, the African Development Bank and the major bilateral donors in a sustainable African capacity-building initiative. The ACBI is unique in the sense that it is designed to build regional capacities by situating the training of managers for policy formulation and management on the continent and to tackle problems that have hither to constrained the utilization of trained Africans in national development. UNDP support will be directed at building a small ACBI secretariat of mainly African professionals who will manage an expected $100 million in donor assistance, of which $80 million is already pledged.

General guidelines

Project quality and project impact

7. The NLTPS and ACBI will be funded as regional projects. The projects will be guided by UNDP's policy framework for approving regional projects through the Action Committee. Regular meetings will be held between RBA and RBASE to closely coordinate initiatives and to ensure reasonable balance in the allocation of SPR funds.

National Long-Term Perspective Study

Objective

8. The overall objective of this major policy initiative is to assist African nations to come to grips with their long-term development, at formulating flexible strategies for the 1990s and beyond, and, at articulating short-/medium-term programmes consistent with the requirements of the long term.

Types of activities to be funded

9. UNDP will finance the costs related to two management teams, one located in Abidjan, the other in Harare, 60 months of international consultants, 130 months of local consultants, a study fund, short-term fellowships for academics of the centres of excellence, training of trainers, subregional workshops to discuss and disseminate the findings of the project, consumable and durable equipment, as well as the renting of offices in Harare and Abidjan. The two teams will serve all countries on the African continent. The regional project will also finance the costs related to the meetings of a Scientific Advisory Board.

Eligibility of countries

10. Much of the NLTPS activities has to be done within the country and by nationals. A necessary precondition/eligibility is the Government's commitment to the exercise demonstrated by willingness to commit national personnel and put in place the institutional arrangement to carry out the exercise. Since the Maastricht Conference, however, some 26 African countries have already indicated interest in launching their own NLTPS, either by requesting UNDP's assistance, or by taking concrete steps for implementing their own NLTPS.

Use of United Nations system expertise

11. The exercise will be carried out in close collaboration with the World Bank and ECA.

Criteria for approving the use of SPR funds

12. The project will have to meet the following criteria:

(a) Serve as a catalyst and support national capacity mobilized to conduct NLTPS;

(b) Assist countries to operationalize their NLTPS;

(c) Develop a network of national experts and African research institutions specialized in perspective studies and development policy;

(d) Promote greater synergy between regional and national levels through better use of resources and coherence between regional and subregional dimensions, and national projections.

Procedures for approval and implementation of activities

13. SPR funding will not be used principally for individual country projects but for the development of methodology and backstopping facilities. The project will be subjected to UNDP policies and procedures concerning reporting and evaluation with an external evaluation taking place during the second year of the implementation of the project. The proposed execution agency is UNDP/Office of Project Services (OPS).

Funding requirement

14. A total of $5 million, or half of the UNPAAERD allocation, will be allocated to NLTPS. It is intended to frontload the budget of the project since it is new and will require intensive start-up costs: year one ($2 million); year two ($2 million); year three ($1 million).

African Capacity-Building Initiative

Objectives

15. ACBI is aimed at building and strengthening local capacities in policy analysis and development management. It seeks in particular to place investment in human capital and institutions high on the agenda of African Governments and donors.

/...

Type of activities to be financed

16. In its work programme, ACBI will focus on: (a) the rehabilitation and improvement of selected regional and national institutions (selected universities, research institutions, etc.) in order to promote the concept of "centres of excellence"; (b) the strengthening of policy units in key government ministries; (c) the provision of fellowships and in-service training; and (d) the strengthening of local consulting firms. These activities will be financed by a fund provided by donors about $80 million of which has been pledged. UNDP resources will finance the ACBI management team/secretariat which will manage the fund.

Eligibility

17. Recognizing its catalytic role and the complex interplay of factors involved in capacity strengthening, the ACBI will support activities based on a careful assessment of national capacity needs and a strong commitment from beneficiaries, especially Governments, in sustaining the capacities being developed. It will also promote in its activities the use of African experts and institutions. And, critically, it will promote a coordinated approach to capacity-building activities and development practices in Africa.

Limitations

18. The task of rehabilitating African institutions is enormous. ACBI is therefore viewed as a pilot project in its initial four-year period and will focus on selected regional and national institutions that hold great promise. The success of the project will depend on other donors' support.

Use of United Nations system expertise

19. UNDP, the African Development Bank and the World Bank are the lead sponsors. The World Bank will be the executing agency for the first year. It is envisaged that the ACBI secretariat would be considered for execution thereafter. ACBI is intended to represent a true partnership between Africa and the entire donor community. The expertise of United Nations agencies with regard to high-level human resources development, such as UNESCO and ILO, will be called upon.

Complementary use of country, interregional and global resources

20. The UNDP funding of ACBI will be financed from both SPR and regional programme resources. Out of the anticipated $9.8 million, SPR funding will amount to $5 million. UNDP funding will be limited to the catalytic ACBI management team. An ACBI fund of $100 million is expected to be contributed by other donors. Other principal sponsors, namely the African Development Bank and the World Bank, will be providing $6 million and $15 million respectively to the ACBI Fund. It is anticipated that a total of $340 million will be mobilized by the team to finance country-level activities.

/...

Specific criteria for SPR resources

21. The ACBI must:

(a) Create a consultative forum in which Africans can participate as full partners in the setting of priorities and development of policies to promote capacity-building in policy analysis and development management;

(b) Establish processes for coordinating capacity-building efforts in policy analysis and development management that would lead to greater efficiency and effectiveness of ongoing donor efforts;

(c) Provide funding and resources to enhance new and ongoing capacity-building and capacity-utilization activities in policy analysis and development management in Africa;

(d) Provide funding and resources to support institutions carrying out activities designed to stem the brain drain and to utilize, to the maximum extent, available African talent;

(e) Establish systematic links between economic research and training institutions, and Governments, to foster greater understanding and communication between such entities;

(f) Mobilize financial and technical resources for increased investment in human capital and manpower institutions (research and training) in Africa on a consistent, sustainable and long-term basis.

Procedures to be included in the project document

22. One umbrella regional project meeting the above criteria will have to be approved by the Action Committee of UNDP. The UNDP project will be subject to the normal UNDP procedures for review, reporting and evaluation. Specifically, given the scope of the initiative, the executing agency will report to UNDP on a six-monthly basis for the first year, and annually for the subsequent years.

Funding requirements

23. Out of a total requirement of $9.8 million, SPR funding of $5 million is required, broken down as follows: year one ($1.5 million); year two ($1.5 million); year three ($1.5 million); and year four ($0.5 million).

Subcategory C4: Drug abuse control/crop substitution

Earmarking: $5 million

Background and purpose

1. A total of $5 million has been earmarked for drug abuse control and crop substitution measures from the SPR in the fifth cycle. Through various country-based, regional and global activities, UNDP has assisted Governments in all regions to address the severe and continuing problem of drug production and abuse. The United Nations Fund for Drug Abuse Control has also generated a significant volume of resources for programmes in these areas. SPR funds were not allocated for drug abuse control and crop substitution programmes in the fourth cycle. In addition to the United Nations itself, other United Nations agencies active in this field include WHO, ILO, UNESCO, ICAO and FAO. OPS has also executed projects in this area.

2. As the funds are limited and the dimensions of the problem are vast, it will be necessary to concentrate on certain key topics, taking into account past experiences, not covered by regular programmes. An integrated approach will be followed, combining aspects of substitution and income alternatives, agricultural pricing, supply, trade and demand (local and export), as well as education, health information and infrastructure improvements. Analytical studies and training activities are also envisaged with each region concentrating on its own location-specific problems. Close collaboration will be maintained with the newly established United Nations International Drug Control Programme, which combines all functions of the former United Nations Fund For Drug Abuse Control, the secretariat of the International Narcotics Control Board, and the Division for Narcotic Drugs.

3. The resources will be used to build on past lessons and to support ongoing measures with strategic, innovative and catalytic interventions. Analysis of different approaches, exchange of successful experiences and well-targeted training should contribute to the formulation of more cost-effective programmes in drug abuse control and crop substitution programmes in the future.

General guidelines

4. (a) The funds would support analytic studies, exchange of experience, support to coordination efforts, well-focused, hands-on training, as well as policy development and country-level strategies;

(b) Not more than 50 per cent of the resources would be allocated to any one region;

(c) The facility should not be seen as a supplement to existing programmes, but rather provide a sensitizing and catalytic function by integrating drug abuse control and crop substitution concerns throughout relevant UNDP country operations;

/...

(d) All United Nations organizations and bodies involved in drug abuse control and crop substitution activities, such as the United Nations International Drug Control Programme, ILO, WHO, UNESCO, ICAO and FAO, as well as key bilateral organizations, will be closely associated with the identification, formulation and implementation of the respective activities;

(e) These resources would also be used as seed money to promote and generate additional funding from IPF sources and bilateral donors.

Procedures for design, approval and implementation of individual activities

5. (a) The format of project documents will follow existing UNDP guidelines;

(b) Identification of projects will be undertaken by all parties concerned at headquarters, the field and other United Nations organizations;

(c) Project appraisal would be undertaken by the Inter-Bureaux Committee and the bureaux PACs. Subsequently, the projects would then be submitted to the Action Committee for approval, as appropriate;

(d) The programme would be monitored by the Inter-Bureaux Committee.

6. Expenditure of the $5 million is expected to be approximately $1 million each year over the fifth programming cycle.

/...

Subcategory C5: HIV/AIDS

Earmarking: $5 million

Background and justification

1. The changes brought on the world by HIV/AIDS during the last decade will deepen and widen over the next decade. Already approximately 1 in 400 of all adults in the world are infected. WHO estimates that in 10 years there may be a total of 25-30 million HIV/AIDS-infected persons. An increasing proportion of all new infections is occurring in developing countries; 65-70 per cent now; 75-80 per cent by the year 2000. An increasing proportion of adults becoming infected are women; at present, approximately one third; within the next 10 years, at least 50 per cent. Increasing numbers of infants are being infected and children left without parents. The majority of all infected adults are in the 15 to 40 age group, the most economically and reproductively active group.

2. The nature and the extent of the challenge posed by the HIV/AIDS epidemic to Governments and communities is yet to be fully charted. It is, however, already clear that the epidemic has profound implications for every aspect of national development and, if ignored or inadequately responded to, it could have devastating consequences. An HIV/AIDS seroprevalence rate of 10 per cent will double the adult mortality rate. With a seroprevalence rate of 20 per cent, two thirds of all adult deaths will be due to HIV/AIDS. In Africa and the Caribbean, it is thought that adult seroprevalance rates are already approaching 10 per cent or higher in at least nine countries.

3. Knowledge of the social and economic costs and impact of any disease is important in formulating appropriate responses. In the case of HIV/AIDS infection, this is particularly important not only because of the extent of the epidemic and the speed of its spread but also because it is anticipated that HIV/AIDS-related illnesses and deaths will have a more adverse impact on families and communities than other fatal diseases. This is because of the clustering of HIV/AIDS deaths in families and communities and their associated social disruption and because of the stigma and discrimination associated with the disease. In many places, human and community survival is already threatened and children and the elderly have been left without support.

4. During the fourth programming cycle, limited SPR funding was made available to launch two major initiatives:

(a) The Global Blood Safety Initiative to support sustainable and safe blood transfusion systems, approved by the Governing Council in February 1988 (SPR inputs total $350,000);

(b) An interregional programme to strengthen UNDP and Governments' capacity to respond to the socio-economic impact of the HIV/AIDS epidemic, approved in August 1990 (SPR inputs total $150,000).

/...

Both of these initiatives have been recognized as being essential in addressing two critical areas in the fight against HIV/AIDS. Both initiatives have generated further funding from the IPF and cost-sharing.

Objectives and strategies

5. The nature of the HIV/AIDS epidemic demands an urgent and effective response by the international community. In dealing with policy and programme development for the epidemic, development professionals and Governments find themselves facing a new and highly complex phenomenon. New knowledge and programming tools will be needed to respond in an effective and timely way to the multidimensional aspects of the impact of HIV/AIDS. Requirements include not only significant increases in human and financial resources but also new and innovative programme and organizational approaches to assist Governments, communities and organizations involved in the fight against the epidemic.

6. The availability of SPRs will be critical to the development of a number of key initiatives which will enhance the relevance, quality and effectiveness of technical assistance programmes aimed at strengthening national capacity to respond to the multisectoral dimensions of the epidemic in a timely fashion. SPR funds will be used exclusively for policy and programme development, in particular, for the development of innovative approaches for the design of effective projects and programmes relating to HIV/AIDS and development. Under no circumstances will SPR funds be used as a substitute for core IPF resources.

General guidelines

Project quality and project impact

7. To be guided by the global policy framework set consultatively by the WHO Global Programme on HIV/AIDS, UNDP's policy framework and national policy frameworks set by national HIV/AIDS programmes.

Types of activities to be conducted at the country, intercountry and headquarters levels

8. (a) Development and dissemination of knowledge about the social and economic dimensions of the epidemic and of policy and programmatic guidelines through field-based training programmes, the development of a handbook and other materials, and the dissemination of reference documents;

(b) Development of gender-sensitive strategies for prevention and support;

(c) Stimulation of innovative approaches to HIV/AIDS work with NGOs, community-based groups, women and survivors;

(d) Identification of policy approaches to and options for the various aspects of the epidemic;

/...

(e) Development of approaches to enhance national multisectoral strategic planning for the impact of HIV/AIDS (i.e. on productivity, labour availability, replacement and training, on the tax base and on demographic change);

(f) Development of community-based and national information systems to monitor behaviour change within and the impact of the epidemic on communities;

(g) Activities relating to emerging issues concerning prevention, support, care and treatment and minimizing the socio-economic impact of the epidemic.

Eligibility

9. Although all countries would benefit from SPR-supported preparatory work and programme development in HIV/AIDS, it is not envisaged, given the limited funds in the SPR allocation, that SPR funds would be used to implement national projects and programmes. These should be funded from IPF and other sources, including cost-sharing. Distribution of funds will be allocated to take into account the need for a proper balance among prevention, care, support, treatment and other services and efforts to minimize the socio-economic impact of the epidemic. Not more than 50 per cent of the SPR allocation will be targeted to any one region.

Limitations

10. SPR-funded HIV/AIDS initiatives will enhance the effectiveness of interventions at the country and regional levels. These should be seen as catalytic in nature to stimulate greater relevance and improved quality of IPF-funded programmes and projects. Modalities for enhancing relevance and quality of country-level programmes include: training, operations research and studies, dissemination of relevant information, programming workshops and fielding of short-term consultants for programme development, monitoring and evaluation.

Use of United Nations system expertise

11. UNDP is actively consulting a wide range of partners including the WHO Global Programme on AIDS, WHO regional offices, international financial institutions including the World Bank, UNICEF, UNFPA, DIESA, other organs and agencies of the United Nations system, member Governments, NGOs and experts from a wide range of disciplines to explore how best to support countries in policy formulation and programme development and delivery linked to the socio-economic impact of HIV/AIDS.

Complementary use of country, interregional and global IPFs

12. Bearing in mind the catalytic nature of SPR resources, it is anticipated that activities supported by the SPR will be used to develop approaches which then can be implemented through country, regional, interregional and global IPFs.

/...

Criteria for approving the use of SPR funds for individual activities

13. The use of SPR funds should be guided by UNDP's policy framework and in particular its specific HIV/AIDS responsibilities given by the Governing Council:

(a) To increase awareness of the development implications of the epidemic;

(b) To strengthen and expand on the responses of communities to the epidemic;

(c) To promote and assist prevention, care, support and treatment programmes for women;

(d) To assist Governments to develop effective multisectoral HIV/AIDS strategies to respond to the social and economic impact of widespread infection.

Procedures for design, approval and implementation

14. Given the urgency of ensuring a timely and effective response, it is proposed that an umbrella project document be prepared and submitted for approval to the UNDP Action Committee. That document would specify the types of activities to be considered for funding in accordance with the guidelines outlined in this document. Requests would then be channelled to the designated HIV/AIDS SPR manager. Proposals may be submitted by UNDP field offices, regional, interregional and global programmes, NGOs and community-based organizations. A format for proposal preparation will be prepared and made available to all field offices and other relevant units of UNDP. The umbrella project will be executed by UNDP but have provisions for subcontracting and inter-agency collaboration.

15. A steering group comprised of the HIV/AIDS SPR manager, the focal point from the regional bureau concerned and three other individuals from among the following units in UNDP: DGIP and BPPE including NGO and WID would constitute the SPR Programme Steering Group. The Programme Steering Group would then submit to the Bureau PAC concerned requests for approving the use of SPR funds for individual activities within the parameters set out above.

16. The SPR manager in consultation with other relevant units such as the regional bureaux, DGIP and BPPE will be responsible for monitoring the use of SPR funds. A mid-term evaluation of the programme will be carried out in accordance with UNDP procedures.

Funding requirement

17. The funding requirements are as follows:

1992-1993	$3 million
1992-1996	$5 million

/...

Subcategory C7: World Conference on Education for All

Earmarking: $1.33 million

General description and purpose

Programme background

1. The World Conference on Education for All (WCEFA), held from 5 to 9 March 1990, in Jomtien, Thailand, marked an international consensus to revitalize basic education for children and adults world wide.

2. In sponsoring WCEFA and endorsing the Jomtien Framework for Action and Declaration on Education for All, UNDP joined almost all countries, and other development partners (UNESCO, UNICEF, the World Bank and other associated sponsors) in a highly visible commitment to assist Governments in meeting the basic learning needs of their people. General Assembly resolution 45/199 of 21 December 1990 urged speedy implementation of the Jomtien goals, and General Assembly resolution 45/191 of 21 December 1990 further emphasized basic education as part of integrated human resources development in the light of the Jomtien Declaration and Framework for Action. The UNDP Administrator initiated UNDP's follow-up process by asking resident representatives to work with the returning Jomtien delegations in each country to identify major priorities regarding potential EFA follow-up technical assistance required from UNDP.

3. Responses to the Administrator's instruction have already demonstrated substantial EFA follow-up activity at the country level. Preliminary organizational and networking efforts have included conferences, seminars and workshops, as well as formation of EFA task forces and committees to assess needs and prepare proposals. Several countries are coordinating follow-up efforts interministerially, and have prepared action plans. Priority areas include, for example, improved science and technology education in response to advancing technology, environmental education, teacher training, educational media and distance learning, improving education for women and girls, and wider involvement of NGOs and community participation in the learning process. With specification of major themes by the Governing Council for the UNDP fifth cycle focus such as human development, poverty alleviation, grass-roots participation and technology development, linkages must also be highlighted between effective acquisition of basic knowledge/skills and empowerment of rural and particularly the growing numbers of urban poor. The vast potential for example of educational technologies for reaching hitherto unreachable populations must be further exploited in this regard. In addition, the political and substantive consensus reached by participating donor agencies at Jomtien provides a potent platform for mobilization of additional resources to supplement UNDP support.

4. UNDP fifth cycle programming for EFA is to be guided by the following principles: (a) responding flexibly to broad basic learning needs priority

areas identified by countries within each region; (b) augmenting existing technical assistance efforts with as wide an involvement of other units within UNDP, and other EFA sponsoring agencies and NGOs as possible; (c) ensuring that basic education is viewed within an overall human development perspective; and (d) working with UNDP's competitive advantages of country presence and coordinating experience to mainstream EFA principles into country programmes by focusing on strengthening national capacities.

Purpose

5. The purpose of the EFA programme is to promote and support the implementation of the Jomtien Declaration and Framework for Action by coordinated initiatives to strengthen the capacities of Governments to meet the basic learning needs of their people.

Principal objectives and strategies

Objectives

6. The two principal objectives of the programme are to assist countries within each region: (a) to operationalize recommendations from UNDP's two round tables at the Jomtien Conference with technical assistance in environmental education and technological literacy; and (b) to assist in mainstreaming EFA principles and techniques within a broader human development perspective into country programmes.

Strategy

7. The UNDP EFA follow-up strategy has three major dimensions:

(a) It seeks regional balance while focusing on country-level priorities, country programmes and long-term indigenous capacity building at the national and subnational levels in response to basic learning needs;

(b) It views education as a principal element in a wider network of factors essential to human development, necessitating broader and more coordinated approaches to EFA problem solution;

(c) It promotes strengthened national capabilities for diagnosing and reassessing basic learning needs as they change in a rapidly evolving world.

8. The strategy also seeks to build on UNDP's strengths of field presence and the ability to focus technical assistance cooperatively on country-level problems from a number of different sources. EFA initiatives therefore will where possible be transectoral, and cut across more than one of the fifth cycle policy themes, such as poverty alleviation, community participation, women in development and technology development.

General guidelines

9. UNDP has already begun systematic networking and activity planning in several inter-agency forums with other EFA sponsors and with the UNDP regional bureaux and individual Governments under its original WCEFA project (INT/89/030) as extended through the "bridging" period of 1991. Some activities are already under way (e.g. meeting basic learning needs of refugees, environmental education initiatives, inter-agency programmes for monitoring and assessment of Jomtien goals).

Criteria for project identification

10. Firstly, the themes identified by the Governing Council in decision 90/34 will provide broad direction for project identification and selection, particularly human development, poverty eradication and grass-roots participation, transfer and adaptation of technology, and environmental problems and natural resources management. Secondly, many field priorities following the Jomtien Conference have been specified through ongoing contacts with UNDP field offices and Governments. In accordance with the Administrator's March 1990 request to resident representatives for information on country action plans and initiatives for which UNDP assistance may be needed, the existing database on these issues therefore will be a major source of programme and project identification.

Procedures for design, approval and implementation of activities

11. To approve SPR funds for EFA initiatives identified in this way, project documents will be prepared meeting the criteria highlighted in paragraph 10 above. Projects are approved first by the relevant field office Project Appraisal Committee (PAC), and then by regional bureaux PAC, and by the Action Committee or Regional Director, as appropriate.

12. An internal EFA Advisory Group comprised of representatives from regional bureaux, DGIP, thematic programmes (human development, WID, NGO/grass-roots participation and poverty alleviation) will review programme output two years into the programme cycle in January 1994.

13. The EFA programme will be managed and implemented under the supervision of BPPE/TAD in close consultation with the regional bureaux and other operational units and executing agencies.

Funding requirement and budget

14. SPRs in the amount of $1.3 million will provide seed money to support some EFA follow-up activities, and will act as a catalyst in seeking other resources. To cover some of the cost for the envisaged EFA activities in the first two years (1992-1993) of the fifth cycle, an amount of $800,000 has been budgeted. The remaining $500,000 will be allocated to the next three years (1994-1996) in order to support ongoing and new initiatives.

/...

Subcategory C8: Private sector development

Earmarking: $4 million

Background

1. An increasing number of countries are now assigning a central role to the private sector in their development strategies and mobilizing the drive and experience of entrepreneurs in national efforts to achieve self-sustaining growth. General Assembly resolution 45/188 of 21 December 1990, entitled "Entrepreneurship", is fully supportive of this important trend. UNDP recognizes that private sector development is an integral part of national capacities, and has expanded its technical assistance activities significantly in this field, in response to the needs and priorities of Governments.

2. Well-designed SPR support will provide the means to assist countries to explore innovative arrangements in private sector development, to access world-wide experiences and expertise, to exchange information on successes and failures, and, thereby, to strengthen national capacities.

3. UNDP is already assisting a variety of private sector initiatives, including privatization in Eastern European countries, venture capital and business incubation centres in Indonesia, and the privatization programme in Morocco. The Division for Private Sector in Development has also contributed to country programme formulation missions to Mali, Guinea, Senegal and Namibia, and has helped identify experts to advise on specific private sector issues in a number of other countries. Seminars on privatization and entrepreneurship have been organized in Poland, Czechoslovakia, Yugoslavia and Hungary.

Objectives and strategies

4. The main objectives of SPR-supported activities in the Private Sector Development (PSD) Programme will be:

(a) To develop innovative concepts for strengthening the partner relationship between the Government and the private sector through expert advice, pilot and demonstration projects, feasibility exercises, training schemes, workshops for information sharing, and related activities;

(b) To operationalize proven concepts, through IPF and other donor funding, on a country, regional and inter-country basis, including on the basis of modules which can be replicated in interested countries. It is expected that the seed money deployed to develop new concepts can be leveraged through a variety of funding sources;

(c) To promote the expansion of private sector related activities in the country programme of interested Governments;

(d) To strengthen resident representative offices in interested countries by providing the services of nationally recruited private sector advisers.

5. Based on agreements with the UNDP regional bureaux, the UNDP Inter-Bureau Task Force on Private Sector and resident representatives, the needs and priorities for UNDP assistance have been broadly identified. SPR will support activities at the field level concentrated in four strategic areas, namely:

(a) Creating an environment conducive to private investment and business development: assistance to Governments in creating a predictable policy framework conducive to private investment and entrepreneurial development. This could involve, inter alia, the enforcement of legislative and fiscal systems, deregulation in trade, banking, and broad fiscal institutional reforms.

(b) Capital market development and investment promotion: assistance will be matched to needs for effective financial systems to encourage expanding the role of the private sector, creation of stock markets, nurturing of other capital markets and mobilizing capital. Assistance in investment promotion includes creation of innovative investment modalities to attract national and international capital, the creation of venture capital funds and joint ventures.

(c) Business development with emphasis on small and medium-size enterprises: assistance in providing support to this important component of the private sector includes finding and matching business opportunities, establishing business incubators and industrial parks, training in establishing and managing businesses, help in defining and developing markets, sharpening entrepreneurial skills, helping the formation of industrial subcontracting and consultancy capacities.

(d) Privatization: SPR support will help Governments in the privatization of their economies as a whole, and/or to privatize specific government-owned enterprises. In either context, the move to privatization requires virtually simultaneous solution of a number of serious problems involving the economic, political, social and cultural infrastructures of the countries concerned.

Types of activities

6. SPRs will be utilized to assist Governments in creating venture capital funds, business incubators/technology parks, entrepreneurship development, mechanisms for mobilizing flight capital, privatization programmes in selected countries and investment promotion. Efforts are already under way to infuse private sector activities in the country programmes for a large number of countries. These efforts will continue in the fifth cycle.

/...

7. Plans are well advanced for starting a "fortified" venture capital fund in Indonesia to promote small- and medium-scale enterprises, which will be linked to a number of business incubators. It is planned to initiate this venture fund-business incubator module in additional countries in Asia, Africa, Latin America and Eastern Europe.

Linkages to priority themes

8. The SPR-supported activities will be directly linked with the areas of focus listed in Governing Council decision 90/34. The improvement of management and procedures of public sector institutions related to providing the favourable enabling environment for private sector participation will require joint efforts with the Management Development Programme.

9. Innovative arrangements are now being devised for creating more effective linkages between government-sponsored research and the productive sector together with the economic incentive packages to persuade private industry to upgrade technology through its own research efforts.

10. Environmental problems: Innovative approaches to encourage enterprises to preserve natural resources and control industrial pollution will also be integrated in SPR activities, funded under the private sector programme.

11. Poverty eradication: Through the creation of micro enterprises, increased opportunities for employment and income generation will be provided in the informal and rural areas. Private sector development can also contribute to the meeting of basic needs for water, health, housing and education.

12. Women entrepreneurs will be further encouraged through training and increased business opportunities through access to credit, venture capitals and joint ventures.

13. Projects for SPR support will be designed with full consideration of the complementary use of country, regional, inter-regional and global UNDP funding, as well as other donor sources. By contributing to the formulation of country programmes, the SPR will also have a direct, catalytic impact on the nature of IPF-supported activities. Formulation and implementation will require inputs from other United Nations system partners through agreed collaborative arrangements.

Criteria and procedures

14. Special criteria in choice of projects will be: (a) creating endogenous capacity for policy-making and enterprise management; (b) developing innovative institutional arrangements and replicating them elsewhere, once they prove successful; (c) sustainability of the activity by the private entities and intermediaries, once the external impetus ceases; (d) innovative

/...

proposals for the delivery of high-level expertise in a prompt, effective manner to match the urgent needs of the private sector.

15. Generally, SPR-supported technical assistance for private sector development will be provided to a group of enterprises in a priority subsector, possibly through an intermediary like a trade association or chamber of commerce. Under special circumstances, a concept may be developed or new techniques demonstrated at a selected enterprise, on the basis that other enterprises in the sector would also participate fully and benefit by sharing of experience. In all cases, government endorsement of the proposed technical cooperation activity will be secured. In the case of SPR support related to the reform of State-owned enterprises and the creation of enabling environments for the growth of the private sector, the assistance will be provided directly to Governments.

16. Procedures for appraisal and the approval of the SPR projects will follow UNDP practices, including collaboration with the regional bureaux and approval of the Action Committee, as required. The hiring of consultants will be through the designated executing agency for each project. Opportunities for co-financing and cost-sharing will be sought.

17. Effective use will also be made of the two expert volunteer services, UNISTAR and TOKTEN, in the implementation of the SPR-supported activities.

18. The monitoring and evaluation of the PSD programme will be undertaken in accordance with normal UNDP procedures.

Funding

19. The earmarking of $4 million from the SPR is expected to be matched by other UNDP sources, including country IPFs, to effectively support the projects now planned. A Trust Fund has also been set up to mobilize additional resources from interested Governments and funding organizations.

20. Based on the above, it is planned to use $3 million in 1992-1993 and $1 million in 1994-1995.

/...

Subcategory C9: Non-governmental organizations

Earmarking: $1.33 million

Background

1. Since January 1987 UNDP has promoted and supported increased cooperation with non-governmental and grass-roots organizations. Its initial efforts were directed largely at (a) familiarizing UNDP's operating units, including field offices, with NGOs and NGO activities that were relevant to the work of UNDP and the potential mutual benefits of closer ties; (b) promoting specific collaborative action; and (c) furthering contacts and communication between Governments and NGOs. Increasing emphasis has been given to the role played by NGOs and grass-roots organizations in furthering community-based participatory development, especially self-help initiatives to eradicate poverty and improve the environment.

2. SPR resources utilized to date to promote community-based poverty alleviation and ecologically sustainable development have included: $4 million for the Partners in Development Programme, a programme now offered in more than 60 countries which allows UNDP resident representatives to make local currency grants in direct support of development activities by indigenous NGOs and grass-roots groups; and approximately $250,000 for several projects to promote and support NGO contributions to preparations for the United Nations Conference on Environment and Development, including a project to support contributions at the national level and preparation for the UNCED secretariat of a working paper on poverty, environment and development. Other relevant activities in which UNDP is involved, but which are not funded from SPRs, include two other NGO grant programmes: the Africa 2000 Network and the Asia-Pacific 2000 initiative. UNDP also supports RAF/87/001, a regional project to further cooperation among UNDP, Governments and NGOs in Africa.

3. The February 1991 meeting of the Governing Council has assigned $4 million from SPRs for three special and/or new activities, namely, HIV/AIDS, social dimensions of adjustment and NGOs. It is proposed that $1.33 million of this be allocated for innovative activities to support the organizational development of selected indigenous NGOs and NGO associations.

4. The Partners in Development Programme would be provided for under category B1, Poverty eradication and grass-roots participation in development. It is also expected that various new NGO-related activities designed to preserve the environment and promote sustainable development will be funded under the environment and natural resources management subcategory.

Objectives and strategies

5. NGOs and grass-roots groups have a vital role to play in virtually all the thematic areas established by the Governing Council for the fifth cycle:

/...

(a) Community-based groups and the NGOs that support them are essential agents for mobilizing and assisting participatory self-help local initiatives to eradicate poverty and achieve sustainable livelihoods;

(b) Grass-roots groups and NGOs are responsible for many of the most effective projects and strategies aimed at preserving the environment and managing natural resources in both rural and urban areas;

(c) NGOs and community-based groups are among the most effective and articulate proponents of the roles played by women in development; they also mount or support numerous activities, including women's income-generating activities, that benefit not only the participating women but also their families and communities;

(d) Many NGOs and grass-roots groups also contribute in such areas as technical cooperation among developing countries and the transfer and adaptation of technology for development, especially in the development of, and exchange of information on, appropriate technology;

(e) NGOs also play a role in management development inasmuch as there are public sector/NGO complementarities, especially in the social sectors.

6. There is also growing recognition on the part of Governments and UNDP field offices and operating units that many NGOs can provide useful services to the planning, implementation and evaluation of IPF-funded projects in these and other areas.

7. As the value of NGOs' contributions becomes increasingly recognized, there is growing concern that many developing-country NGOs are fragile entities. This is especially true of national and local (indigenous) groups - which hold the most promise for development over the longer term - for a variety of reasons. Many are new, inadequately staffed or under-staffed, overburdened with demands on their scarce human and financial resources, and/or project- or donor-driven. They urgently need assistance in building their management capacities so that they may respond effectively to needs and provide the support and leadership in key areas that communities require.

8. Various projects have been undertaken, often with participation by international NGOs (of the North), to train NGO personnel (of the South) in such areas as formulating project proposals for external funding or accounting. But almost nothing has been done to help indigenous groups free themselves from the immediate demands of project implementation and develop their capacities for service to their constituencies - or Governments or aid agencies - over the longer term. Activities that will permit key developing-country NGOs to examine their goals, set priorities, develop strategies for achieving their objectives, determine how to operate effectively in their national (and international) contexts, and assure their sustainability through effective fund-raising are urgently required.

/...

9. To meet this need, it is proposed that SPR funds released for NGO activities in the fifth cycle be used to help build the capacities of strategically placed indigenous NGOs, especially in the area of management and organizational development.

10. UNDP's experience to date with RAF/87/001, which includes a small NGO capacity-building component; the Partners in Development Programme, which has supported certain activities to strengthen NGOs, and the Africa 2000 Network, which gives priority to strengthening grass-roots groups, has shown that certain types of innovative activities can effectively contribute to the organizational development and management of NGOs. Capacity-building activities can also increase the ability of NGOs to make constructive contributions to the development dialogue.

Types of activities

11. The main types of activities that would be funded under the proposed programme include:

(a) Regional or national workshops for leaders of selected development NGOs that would (i) provide training in strategic planning, including development of an "organizational vision", programme priorities and strategies for achieving organizational goals and financial sustainability, and (ii) lay the groundwork for communications and networking among key NGOs in the same field, at the regional and national levels;

(b) Support for the development of special courses or curricula on NGO strategic planning and management at established regional training institutions and/or special training programmes sponsored by larger NGOs with training capabilities;

(c) Local training activities for community-based grass-roots groups (through a national NGO or other local resource) in areas essential to their mission, including participatory planning, implementation, and evaluation, budgeting and financial management;

(d) Exchanges of information, including case studies, on (i) innovative approaches to NGO management and financing, and (ii) resources available for organizational development, including international NGOs operating in developing countries, NGO networks, training institutes, etc.;

(e) Exchanges of information relevant to the international and national contexts in which NGOs operate, as an aid to strategic planning.

Criteria and procedures

12. To implement this programme, in consultation with operating units and field offices, criteria would be developed for the selection of indigenous NGOs to be considered for organizational development activities, including (a) the actual or potential ability of the NGO to contribute in a priority

thematic area; (b) the nature of its relationships with the Government and/or multilateral and bilateral development assistance agencies; (c) the level of development of the NGO or grass-roots group; (d) its "track record", quality of leadership and potential for improvement; and (e) other criteria.

13. In addition, recommendations will be solicited from the regional bureaux, field offices and other sources of key indigenous NGOs and grass-roots groups that could benefit from participation in organizational development activities.

14. In consultation with the selected NGOs, relevant field offices and regional bureaux, the kinds of activities will be identified which would be best suited to meeting each NGO's needs, given the context of UNDP/NGO/government relations and other factors.

15. In collaboration with the bureaux, field offices and NGOs, activities will be designed in different regions/countries that will respond to specific local needs, enable UNDP to gain valuable experience with different strategies for NGO organizational development, and lay the groundwork for broader efforts to support the development of NGO capacities.

16. Capacity-building activities would be carried out by different means. These may include: (a) tapping the resources of such NGO consortia as the NGO Management Network, International Council of Voluntary Agencies (ICVA), Private Agencies Collaborating Together (PACT), Asian NGO Coalition (ANGOC), etc.; (b) cooperation with other relevant UNDP projects, e.g., RAF/87/001; (c) collaborative arrangements with the UNV Domestic Development Services, and/or (d) special arrangements with local or regional training institutions.

17. Because SPR resources for this initiative would be limited, a maximum effort would be made to undertake only small-scale, innovative, low-cost activities, which are capable of replication, and/or to develop collaborative arrangements for the purpose of cost-sharing.

18. Funded activities would be monitored and evaluated carefully, and findings on successful (and unsuccessful) approaches would be forwarded to all relevant UNDP units and offices, Governments, bilateral and other aid agencies, international NGOs and others in a position to benefit from and/or replicate successful strategies.

Funding

19. Of the estimated $1.33 million potentially available for this programme, approximately $750,000 would be required in the first two years, with the balance of approximately $580,000 to be spread over the last three years.

/...

CATEGORY D: AID COORDINATION

Subcategory D1: NaTCAPs, round-table meetings and UNDP support to consultative group meetings

Earmarking: $25 million

Background and justification

1. Round-table conferences (RTs), UNDP support to consultative group meetings (CGs), and national technical cooperation assessment and programmes (NaTCAPs) constitute key components of UNDP's responsibilities in aid coordination. Recipient Governments and the donor community look to UNDP as a neutral, multilateral financing agency for technical cooperation, to play a catalytic role in promoting aid coordination, particularly in the area of technical cooperation. While coordination of external aid at the country level is the responsibility of recipient Governments, UNDP has a special role to play to assist these Governments in the strengthening of capacity, and to facilitate dialogue with the donor community.

2. RTs constitute the principal means of dialogue for least developed countries (LDCs), between the recipient Government and the donor community on policy matters and for resource mobilization. This principle was reaffirmed by the Second United Nations Conference on the LDCs, held in September 1990. To ensure that RTs fulfil this mandate, a coherent approach is being promoted by UNDP for the round-table meetings, involving the following elements:

(a) A cycle consisting of a review of overall national policies, followed, if required, by a review of sectoral policies and programmes in the country and a periodic review to monitor progress on RT commitments and follow-up action;

(b) Emphasis on building capacity of the recipient country in managing and backstopping RT meetings, in particular conducting the policy dialogue throughout the process of preparation, conduct and follow-up to the RTs.

Currently, 31 countries have specifically opted for RT arrangements for dialogue with the donor community, including 17 in Africa, 13 in Asia and the Pacific, and 1 among the Arab States.

3. In countries which have opted for the CG process, UNDP's responsibilities lie with the technical cooperation element of external aid. At the request of the Development Assistance Committee (DAC) of OECD, the issue of technical cooperation is being explicitly taken into account in the discussions of CGs and RTs. In the same context, UNDP was requested to take the lead in this area; UNDP thus works with the recipient country to table pertinent issues for discussion at CGs as well as RTs. This might involve the presentation of the country's policy framework for technical cooperation or its priority technical cooperation programme. These national policy documents are being increasingly

/...

developed through the NaTCAP process discussed below. Where such documents do not exist, UNDP would assist the Government in preparing discussion papers.

4. NaTCAPs are processes through which the recipient Government improves its management of technical cooperation by putting in place a clear strategy for the use of these resources. The NaTCAP methodology provides a coherent and comprehensive approach for this purpose, and includes the following key elements: (a) the setting up by the Government of an organizational structure for undertaking the NaTCAP process, and later for management of technical cooperation as a whole; (b) collection of basic data on technical cooperation; (c) preparation of a national policy framework for technical cooperation; and (d) preparation of a priority national programme for technical cooperation, in the context of the Government's overall framework for external aid coordination, planning, budgeting and programming. The methodology constitutes a cycle which becomes a permanent feature of government procedures in these areas.

5. NaTCAPs started in 1986 on a pilot programme covering 10 countries. In 1989, following an interim review, a coherent methodology was developed. Since then, 19 more countries have started the process, 18 in Africa and 1 in the Caribbean. By the end of 1991, another 13 countries are expected to have started the process. During the fifth programming cycle (1992-1996), these countries are expected to complete the first NaTCAP cycle, while about 21 countries are expected to start the cycle.

6. Two major evaluations were completed in 1991, which are relevant to both round tables and NaTCAPs: the evaluation of NaTCAPs and the evaluation of UNDP support to aid coordination in the LDCs. Both reports underline the strategic significance of these two activities in UNDP's global responsibilities with respect to aid coordination, particularly for technical cooperation and capacity building. The evaluations also highlight the need for UNDP to adopt a coherent approach in this area, to develop a mission statement to cover its role in the LDCs, and to prepare with each LDC a country strategy for capacity building in managing development resources.

Procedures and financing aspects

7. Procedures for approval of financing will follow normal UNDP procedures for review and approval at the headquarters and field levels. Particular features will include the following:

(a) For NaTCAPs: use of umbrella projects covering multiple country needs. Under this umbrella, specific country documents would be developed and agreed with Governments after in-depth consultations. SPRs would finance national consultants to carry out data collection and analyses, one or two international advisers, seminars and workshops, study tours, and a limited amount of equipment. At the multicountry level, consultancies and seminars would be financed to develop methodological tools, and to ensure training of recipient government teams;

/...

(b) For RTs: use of umbrella projects covering multiple country needs. Financing would cover consultancies for preparation of documentation, logistical support for the conference, government missions to donor capitals, as well as consultancies and seminars to develop methodological tools and to ensure their dissemination;

(c) Technical backstopping and administrative monitoring are provided by the LDC Support and Coordination Unit, working closely with the line management of area officers and geographic divisions in regional bureaux. At the field level, resident representatives are responsible for management of the activities, assisted in a number of countries by economic units. OPS provides services of an executing agency, with a few exceptions where processes are government executed;

(d) Reporting procedures for NaTCAPs, including reporting at the national level from the national coordinator to a steering committee, and at the programme level from resident representative to UNDP headquarters.

8. There would be no limitations for eligibility; all countries requiring assistance to undertake NaTCAPs, or hold RTs, or to submit discussion papers on technical cooperation to CGs would qualify.

9. Financing requirements over the fifth cycle are estimated to total about $29.1 million, including $13.7 million for NaTCAPs and $15.4 million for round tables. These cover the following requirements:

(a) NaTCAPs: To complete NaTCAPs in all LDCs (41 countries), and all RBA countries (43 countries, of which 25 are LDCs), and to support the second NaTCAP cycle in those countries which will have completed the first NaTCAP cycle. A NaTCAP cycle is estimated to cost about $400,000 on average. Some financing will also be required for non-country-specific activities such as training seminars for national officers of UNDP and government officials, and development of methodological tools.

(b) Round tables: To support round-table cycles in all 31 countries which have opted for this arrangement. An RT cycle is estimated to cost about $500,000 on average. During the course of the fifth cycle it is anticipated that more countries may opt for round tables.

10. The actual SPR expenditures incurred thus far for the NaTCAP exercises have been of the order of $1.9 million. Here, it should be noted that, at present, financing for NaTCAPs also comes from other sources such as IPF, SMF/LDC and Finland Trust Fund which account for about two thirds of the total NaTCAP funds earmarked.

11. As for the combined funding requirements of NaTCAPs and round tables over the next two years, it would be safe to project a total of $10 million to be earmarked covering the requirements of the four regions.

/...

Subcategory D2: Others, e.g. needs assessments, country programme reviews

Earmarking: $5 million

General description and purpose

Needs assessment

1. It is anticipated that greater use will be made during the fifth cycle of mechanisms such as round tables and consultative groups (including related sectoral meetings), NaTCAPs and similar exercises designed to define government goals and priorities as well as to determine the need and absorptive capacity for external cooperation. Aid coordination is recognized as being most effective if it flows from the programming process itself, based on national plans and priorities rather than an ex post facto attempt to ensure complementarities and to avoid duplication. These mechanisms are addressed specifically under subcategory D1. They are aimed at aid coordination at the macro level, without reference to a particular donor or sector.

2. Having determined the capacity of the country to absorb external inputs effectively in a programmed and coordinated way, there is a requirement to examine to what extent such external contributions are forthcoming and achieving their purpose. The aim is not to evaluate the impact of externally aided programmes; rather, it is to assess whether mutually agreed needs are being met. In this respect there are two levels to be addressed: total sectoral needs, and needs for which UNDP cooperation has been sought.

3. Needs assessment missions are fielded to determine the scale and the nature of external inputs required to help a Government with the implementation of an agreed development programme, usually defined by a specific sector or theme. Needs assessments are less formal exercises than, for example, NaTCAPs, involve fewer human and financial resources and are of shorter duration. They may require one or two consultants for a few weeks rather than the teams of local and outside consultants which may be engaged for several months to carry out a NaTCAP. Once accepted by the Government, a needs assessment constitutes an effective framework for donor coordination and for the mobilization of resources.

Country programme reviews

4. Country programmes are subject to regular review. Current instructions require an annual review with a more in-depth review at the halfway point of the country programme period. These reviews, more particularly the mid-term reviews (MTRs), examine the implementation performance and question the continuing validity of the programme and its primary objectives as approved. They are normally undertaken by the UNDP field office, supplemented by consultancy if necessary. One important feature of the country programme

reviews is their examination of coordination with external cooperation provided by other donors. MTRs have been shown to provide excellent indications of the areas to be continued or taken up in new country programmes.

5. Preparation for MTRs has been more substantive during the fourth cycle than in the past, and the exercises themselves have become more analytical. Reports on the progress of the MTR process were submitted to the Governing Council as well as selected reports on actual country MTRs. In addition, an evaluation was undertaken of the experience with MTRs in the fourth cycle. The Governing Council has reiterated the importance it attaches to the review process.

Specific objectives and strategies

Country programme reviews

6. In conformity with standing instructions and supported by the Governing Council's reaffirmation of the usefulness of the process, MTRs will be held for all UNDP programmes. The objective will remain to examine the validity of the country programme in terms of national goals and priorities as well as the best use of UNDP's resources. In addition, for the new cycle, special attention will need to be given to the way in which the Governing Council's concerns, expressed in decision 90/34, paragraphs 6 to 8, have been addressed. MTRs will also examine the progress in the implementation of the programmes, including aspects relating to modalities such as government execution.

7. Each MTR will be planned carefully so that at the time of the review meeting all parties will have common and comprehensive documentation. Particular attention will be paid to the coordination of UNDP cooperation with that of other donors, and the role, if any, that UNDP plays in ensuring effective coordination.

Needs assessments

8. In the case of needs assessments, the specific objective will be to identify the needs of a country for technical cooperation to help it attain its development objectives, bearing in mind the Governing Council's particular focus on building national capacity in the six areas of focus. This may be an across-the-board assessment, although Governments should be persuaded if possible in those cases to embark on a full-fledged NaTCAP. More usually, needs assessments would be confined to a particular sector or theme. It is essential that needs assessments relate to development goals and plans that are realistic and that take into account the implementation capacity of the Government. Such assessments should as far as possible follow a programme approach with requirements clearly linked to a priority programme framework. The programme approach should, of itself, provide a basis for aid coordination in the donors' responses to the identified needs.

General guidelines and special criteria for the use of SPR funds

9. Needs assessments will be considered only for non-round-table countries, as the latter may have sectoral assessments within the RTM mechanism. Similarly, needs assessments will not normally be considered at the national level but will be confined to a given sector or theme. Where a total needs assessment is requested, it should preferably be covered by a NaTCAP. However, if a country does not wish to undertake a NaTCAP, this subcategory may exceptionally be used to fund a larger, multisectoral needs assessment. The assessment should state how priorities have been determined and how needs relate to articulated programmes. The assessment must also contain a section describing the in-country mechanism for aid coordination together with an assessment as to its effectiveness.

10. Country programme reviews may benefit from support under this subcategory in those cases where the field office staff are insufficient or lack specific competence to undertake such reviews. Normally requests will be entertained only in connection with MTRs. However, other reviews will be considered if the need is fully justified, including the need for outside help. Reviews should be forward looking, mainly designed to orient future activities, rather than being only an evaluation of past activities. They must cover the coordination of UNDP cooperation with that of other donors. No more than one review will be supported per country from this funding source during the fifth cycle.

Procedures for design, approval and implementation of activities

11. Proposals for funding under this subcategory will have to take into account the guidelines and criteria mentioned above. Project documents will be prepared by the regional bureau concerned and reviewed by the bureau PAC with the participation of BPPE (Policy Division) as the subcategory manager. Initially, proposals will be approved on a "first come, first served" basis. However, over the five-year period, an approximate balance will be maintained between the regions/programmes, with not more than 50 per cent of the resources to be allocated to any one region.

12. Projects approved under this subcategory may be implemented under national or agency execution as appropriate.

13. In each case, a copy of the output - usually a report - of the approved SPR project must be submitted to the Policy Division (as subcategory manager) together with a brief (one-page) outline of the implementation of the project, giving details of the consultancy or other inputs funded and an overall judgement on the quality of the exercise.

Monitoring and evaluation

14. Monitoring of the activities undertaken under this subcategory will be carried out by the regional bureau concerned. The reports prepared at the end of missions by consultants will be shared with the subcategory manager, i.e.

/...

Policy Division, BPPE. Evaluations will be carried out according to normal UNDP procedures.

Funding requirements

Needs assessment

15. Assuming an average cost of $25,000 per mission and a demand for 60 such missions, provision should be made for $1.5 million for this purpose over the five-year period. Demand is expected to be heavier during the initial part of the cycle.

Country programme reviews

16. It is estimated that assistance will be requested to conduct 100 MTRs, i.e. about 60 per cent of all programmes. At an average cost of $25,000 per mission, the total funding required for the fifth cycle would amount to $2.5 million.

17. The balance of $1 million may be held in reserve initially to meet unforeseen needs for other missions or exercises under this subcategory.

18. The total funding required for this subcategory is $5 million over the five-year period. Funding for the first two years will be approximately $2 million with greater use for needs assessments and similar exercises in the earlier stage of country programming. In the latter half of the period, MTRs will claim the majority of funds available.

Subcategory D3: Country programming initiatives

Earmarking: $5 million

General description and purpose

1. This is a new subcategory, the purpose of which is to fund initiatives designed to make UNDP's country programmes more responsive to the priority needs of countries as well as to make such programmes more effective.

2. The main objective which country programmes are expected to address, in line with Governing Council decision 90/34, is the building and strengthening of national capacity, with priority accorded to the six areas of focus given in the same decision. The use of SPR resources to promote the six areas of focus is covered under category B. Subcategory D3 should therefore concentrate on innovative programming initiatives designed to build and strengthen national capacity. In so doing, particular attention must be paid to the full integration of external cooperation into the process as well as to the effective coordination of diverse aid inputs.

3. There is broad agreement that development efforts can be successful only if rooted in the priorities of and based on the commitment of the national authorities concerned. In this way national capacity is built and sustained. Effective technical cooperation must in turn be based on national priority goals and objectives. It should derive from a programme approach to development, which should provide an effective framework for the integration of all resources - national and external - in discrete programmes.

4. The term "programme approach" has been used frequently in development circles in recent years, including various United Nations bodies, the DAC, and bilateral publications. Many initiatives are under way to develop the approach to maximize the effectiveness of external assistance. UNDP is in the process of developing the programme approach for the fifth cycle of country programmes, and although there is no standard way of applying and designing technical cooperation in conformity with a programme approach, it is clear that this will involve both modifications of existing mechanisms and procedures and the elaboration of new ones. One major task of the country programme initiatives will be to test alternative ways of applying the programme approach and to arrive at operational guidelines which are sufficiently clear to provide instructions on programming, but sufficiently flexible to respond to national circumstances.

Specific objectives and strategies

5. It would not be reasonable to expect country IPFs to be used for trials with modified or new methodologies and procedures. It is proposed therefore to use the earmarking for this subcategory to fund pilot or trial efforts at the country level aimed at advancing more effective programming of UNDP

resources. Such efforts would not be academic but would directly relate to the formulation of programmes proposed by Governments in approved country programme documents.

6. The programmes formulated under this subcategory would not only contribute to a sharpening of the concept of the programme approach and initiate the application of such an approach in all countries; they would also focus the development of the programme approach on the priority areas identified by the Governing Council in June 1990. In addition, they would serve an important training function at the country level, both for national and UNDP staff.

General guidelines and special criteria for the use of SPR funds

7. Each proposal for funding from this subcategory would have to justify itself by a clear demonstration of how it would contribute to the development of country programming in the following ways:

(a) The definition of the programme approach;

(b) Details of the mechanism employed to formulate, deliver, monitor and sustain technical cooperation in conformity with the programme approach;

(c) The application of the programme approach to technical cooperation to the new challenges of decision 90/34, i.e. the strengthening of national capacity for the promotion of human development. According to national priorities, this may involve the application of an integrated approach to human development to country programmes; support for the integration of WID issues fully into all aspects of country programmes; support for the elaboration of a strategy for participatory development involving non-government segments of society (e.g. the private sector, academic institutions, NGOs) and the integration of this strategy into country programmes; support for the development of social adjustment strategies to accompany structural adjustment, including the social policy dimensions of the transition to market-oriented economies.

8. In the case of area (b), in addition to the main output (a programme/ project document for UNDP technical cooperation), a report would be required giving an analysis of the process followed, together with conclusions and recommendations for incorporation in future instructions and guidelines on programming. In addition, the person(s) undertaking the exercise should be required to conduct an informal workshop in-country on the programme approach, explaining the concept and illustrating how it has been applied in the country concerned. Normally only one SPR-funded mission for this purpose will be approved per country during the five-year period.

9. The majority of the funding available will be devoted to the third of the above-mentioned areas. Special approaches may be needed in NCCs and in the countries reorienting their economies to market forces. However, the same criterion must be applied when judging validity for funding, that is, how it

will improve UNDP's contribution to the building or strengthening of national capacity. Again at the conclusion of the funded activity a report will be required giving an analysis of the exercise with recommendations for improving existing processes and procedures.

Procedures for design, approval and implementation of activities

10. Proposals for funding under this subcategory will be elaborated by the regional bureau in full consultation with BPPE and reviewed by the bureau PAC, bearing in mind the guidelines and criteria given above.

11. In each case, a copy of the output, usually a programme document, must be submitted to the Policy Division as subcategory manager, together with a brief résumé of the conduct of the mission, including, if applicable, its training aspect in the country concerned.

Monitoring and evaluation

12. The implementation of activities under this subcategory will be monitored by the regional bureaux according to existing UNDP procedures. Copies of all consultants' reports relating to such activities will be copied to the Policy Division as subcategory manager. Towards the end of the cycle, an evaluation will be undertaken.

Funding requirement

13. Assuming that each programming mission would cost about $25,000 (two consultants for one month each), it is proposed that one such mission be fielded, if requested, in each country where there is a UNDP office, i.e. about 110. This would mean earmarking $2,750,000 over the fifth cycle period.

14. An amount of $500,000 would be reserved for activities designed to sharpen and improve the concept of the programme approach.

15. The balance of $1,750,000 may be held in reserve to fund any other initiatives proposed to make country programming more effective.

16. The demand for funding is likely to be concentrated in the earlier years of the cycle as programming missions are requested to develop programmes in the framework of UNDP's country programmes. A total of $3.5 million should be provided for the first two years, out of the total of $5 million for the fifth cycle.

CATEGORY E: PROGRAMME DEVELOPMENT

Subcategory E1: Project Development Facility

Earmarking: $15 million

Background

1. In decision 85/4 of 29 June 1985, the Governing Council expressed its support for the establishment of a project development facility (PDF) for an initial experimental period until the end of the third programming cycle. The Council agreed to increase the level of funding of this PDF from SPRs for the fourth cycle (see decisions 87/6, 87/25 and 88/31). By decision 91/3, the Council authorized the earmarking of $15 million for this facility from SPR resources of the fifth programming cycle. A comprehensive analytical report on the operations of the PDF was submitted to the Council at its thirty-seventh session in document DP/1990/35.

Objectives

2. The PDF was established in support of the efforts undertaken by UNDP to improve the quality and effectiveness of programmes and projects financed by the organization and, in particular, the project development aspects of that effort: project identification, formulation and appraisal. As is highlighted in document DP/1990/35, the PDF and the preparatory assistance mechanism are complementary tools, but the PDF is a much more flexible and expeditious system.

Strategies

3. To meet the objectives for which it was established, the PDF meets the costs of missions, which fall into the following categories:

(a) Project identification, undertaken during the country programming exercise, shortly following approval of country programmes or where a review of a project proposal so merits;

(b) Project formulation, especially of complex or technically difficult projects;

(c) Project appraisal, especially of innovative or controversial projects;

(d) Reformulation of ongoing projects.

/...

General guidelines

4. The majority of activities funded from the PDF in the fourth programming cycle focused on the formulation or reformulation of projects, that is, on the consolidation of identified projects from pipeline into actual project approvals. The main impact of the PDF is the following:

(a) Build-up of the pipeline. The PDF has developed into an efficient mechanism for the generation of pipeline projects. The importance for each field office of having a solid portfolio of pipeline projects, which are projects that are at various stages of preparation, cannot be overemphasized. A slow build-up of the pipeline invariably leads to lower than projected programme expenditures in the future. Also, a lack of pipeline projects does not permit the Government and the field office to attract co-financing from other donors.

(b) Additional resources and catalytic effects. Because a detailed project document has been developed, the PDF has proved to provide an important instrument for attracting third-party financing, in particular for projects that require substantially larger amounts of funds than would be available under the country IPF.

(c) The development of risky and innovative projects. As no IPF funds are charged, the PDF provides Governments with an incentive to try new approaches to technical cooperation, and to develop risky, unconventional or innovative projects.

(d) Appraisal of programmes and projects. The PDF provides a means to complement the skills of UNDP personnel in the appraisal process, particularly in high technology. Furthermore, the PDF's financing of consultants, in particular consultants specialized in high technology, strengthens UNDP's role as a neutral broker in the appraisal of sensitive projects.

5. As mentioned in document DP/1990/35, the mulitplier effect of the PDF dollar spent on completed missions has been calculated at $62. In other words, on the average $62 worth of IPF budgets can be expected to be generated per dollar spent in PDF missions that generate projects. Because the multiplier effect measures only the IPF budgets resulting from the PDF missions, the impact of the PDF may be underestimated when cost-sharing or other contributions complement the IPF.

6. In the fifth cycle, the emphasis would be on ensuring that the six areas of focus for the UNDP programme listed in decision 90/34, paragraph 7, and the programme approach in country programmes are reflected in projects financed from fifth cycle resources. Assuming that the PDF multiplier remains constant, the $15 million PDF funds approved for the fifth cycle should result in the formulation of $700-800 million worth of pipeline projects, almost 25 per cent of total IPFs. With the use of the PDF in the context of the programme approach, its catalytic effect may be even more significant.

/...

7. Missions funded by the PDF are undertaken either by independent consultants, by UNDP technical staff or by specialized agency personnel. For UNDP and in most cases for United Nations system personnel, only travel-related expenses are covered by the PDF. As a result of the gradual shift towards national execution of projects, the need has arisen for the PDF to finance measures that strengthen national capacities to develop projects. Such measures may include study tours in specific technical areas for government officials or national consultants responsible for the preparation of a project document.

8. One of the most attractive features of the PDF is that it provides a flexible and expeditious system. Only essential documentation is required under the approval procedures so that missions can be fielded in two months or less. Project documents are usually finalized in less than four months from the date that the field office requested PDF assistance.

Approval criteria and procedures

9. Starting in 1988, PDF funds were allocated to regional bureaux in proportion to the IPF distribution by region. The allocation of funds at the regional level has provided an equitable distribution of resources while allowing enough flexibility to respond quickly to specific country needs and maximizing the use of the facility. PDF projects are approved by the Director of the regional bureau concerned after review by the bureau's Project Appraisal Committee. The approval of requests received from field offices for the financing of missions has been delegated to the division chiefs, with other UNDP units participating in the appraisal of the request, as appropriate. In the monitoring and evaluation of PDF projects, regional bureaux and field offices follow procedures that are applicable to similar IPF-financed projects. Missions are undertaken with the concurrence of the recipient Government. The decentralization of the administration of the PDF to the bureau level has proved to be a most effective *modus operandi*. These resource allocation and project approval and monitoring procedures of the PDF applied in the fourth cycle would continue to be used in the fifth cycle.

Investment Feasibility Study Facility

10. By decision 82/9, the Governing Council established the Investment Feasibility Study Facility for the financing on a reimbursable basis of pre-investment feasibility studies, primarily in the LDCs. The Council approved the allocation of $1 million from the SPRs for the third cycle for this purpose. Since 1982 the facility has financed 17 projects costing about $800,000. Of these, four projects costing $140,000 have led to $75 million in investments and have been reimbursed to the facility. The reimbursement of an additional $100,000 to the facility from other successful projects is expected in the course of the fifth cycle. As the facility has proved its utility and is achieving its main objective - to develop projects that attract local and foreign investments - it is intended to use an additional $500,000 from funds allocated to the PDF for the replenishment of the facility in the fifth cycle.

/...

Funding requirement

11. It is proposed that PDF commitments should reach $7 million in 1992 and 1993. This figure may be somewhat conservative, as most country programmes will be presented to the Council for approval in these two years, so that the demand for PDF funds may be particularly heavy in 1992 and 1993. The remaining $8 million would be committed in the last three years of the cycle. Together with the preparatory assistance mechanism, the PDF will ensure a timely and effective build-up of the project pipeline for the fifth cycle and play a major role in reflecting the six areas of focus and the programme approach in programmes and projects.

/...

Subcategory E2: Programme evaluation/training

Earmarking: $7 million

Introduction

Purpose of the programme

1. The purpose of the programme is to improve the impact and effectiveness of UNDP technical assistance activities and to assist developing countries in strengthening the monitoring and evaluation of their own development.

Background

2. The Governing Council has asked UNDP to strengthen the evaluation capacity of Governments (decisions 83/12, 86/28 and 88/25). Further, the Council encouraged UNDP (decisions 89/35 and 90/14) to strengthen the evaluation of programme and project impact, and to further integrate it into thematic evaluation. In addition, the successor arrangements for agency support costs (decision 90/26) clearly indicates that executing agencies will, under TSS 1, be invited to carry out or participate with UNDP to sectoral or thematic evaluations. The programme will also be in line with the stipulations of Governing Council decision 90/34, paragraphs 7 and 8.

Justification for use of SPRs

3. Under current procedures (PPM section 20400) activities for programme quality and evaluation including selected evaluation studies, which cannot easily be financed from IPF resources, are eligible for SPR financing under the heading of "programme development". The proposed programme falls entirely within these parameters.

Assessment of achievements under the fourth cycle

4. The following projects using SPR resources were approved and executed in the current cycle:

(a) INT/85/708, Thematic evaluation of rural small industrial enterprises (RSIE), jointly carried out with the Netherlands Government, ILO and UNIDO ($50,568) in 1986/1988. A Programme Advisory Note was prepared and issued in 1989.

(b) INT/87/702, Evaluation of the UNV programme responded to Governing Council decision 87/36 ($94,150). Its recommendations were implemented by UNDP in 1987.

(c) INT/88/024, National monitoring and evaluation system, responding to General Assembly resolution 38/171 and Governing Council decisions 83/12, 86/28 and 88/25, was developed to provide interested Governments with an

/...

analytical description of their respective monitoring and evaluation capacities ($252,000). To date, seven Governments have benefited from this project. In general, the recommendations made at the country level have been found useful by the respective Governments and these experiences are being published as monographs for the benefit of other countries.

(d) INT/88/721, Operational activities ($9,000), responding to Economic and Social Council resolution 42/196, was a vehicle to enable the Central Evaluation Office to provide findings and recommendations on the issue of effectiveness of programmes supported by UNDP in strengthening the capacity of developing countries to coordinate external assistance.

(e) INT/89/708, Evaluation of mid-term review country programme process, which responded to Governing Council decision 88/13 ($69,000). The evaluation report was submitted to the Governing Council in June 1990. New guidelines were developed on the basis of these recommendations.

(f) INT/88/720, Ex-post evaluations, under which evaluations in Indonesia and Ethiopia were conducted ($60,000). The results of these evaluations were reported to the Governing Council in DP/1989/71 and discussed with the respective Governments.

(g) INT/88/709, Ex-post evaluation of institution-building components in urban sector projects, is intended to lead to a final report by October 1991 ($60,000). INT/89/710, Ex-post evaluations, follows on the earlier project INT/88/720 ($155,000). In Africa, capacity created in soils institutions through transfer of technology and manpower training was evaluated. The findings, which were not satisfactory, were submitted to the Governing Council in June 1990. In Cameroon, the impact, efficiency and effectiveness of some institutions which have received previous UNDP assistance was assessed. The findings of this study were presented to the Government of Cameroon, which endorsed its conclusions. In Brazil, the UNDP technical assistance programme in human development is being evaluated. A joint evaluation with ITC on the product/market development component in UNDP-funded projects is ongoing. An evaluation of institution-building projects dealing with environment in Indonesia is ongoing.

(h) INT/90/707, Programme, policy and process evaluations (budget $300,000), is funding the evaluation of aid coordination in LDCs as requested by the Governing Council (decision 90/51), the review of high-tech projects in India and China, and an assessment of a project in China designed to assist the Government in project formulation.

5. All these evaluations have had, or are expected to have, an impact on UNDP's technical assistance design and management efforts.

/...

Presentation of the programme

Objectives and strategies

6. Nature of evaluation changes as UNDP moves progressively from project to programme-level concerns and programme-oriented mechanisms, promotes greater decentralization of authority to the field offices, develops the national execution modality and engages increasingly in policy dialogue including the six thematic areas of focus (listed in Governing Council decision 90/34) related to human development. This programme will enable the Central Evaluation Office:

(a) To respond to an increasing range of substantive concerns for policy, strategy, programme and process evaluations, which will help to support the new thrusts in UNDP activities;

(b) To draw lessons from the project cycle and to disseminate them;

(c) To analyse the results of new technical assistance approaches and make recommendations on their application;

(d) To strengthen capacity-building efforts of recipient countries for monitoring and evaluation;

(e) To promote further transparency in UNDP programmes.

General guidelines

Project quality and project impact

7. The results achieved in implementing this programme will be used to improve the quality and impact of projects and programmes both directly and indirectly.

Type of activities to be financed

8. The following are the activities to be financed:

(a) Objective 1 ($2.2 million):

(i) Evaluations and associated activities for each of the six themes relating to human development and capacity-building under Governing Council decision 90/34, including thematic and cluster evaluations, case studies, monitoring systems;

(ii) Policy and process evaluations, resulting from requests of the Governing Council or UNDP's senior management.

/...

(b) Objective 2 ($1.9 million):

(i) Assessment of impact and sustainability of results at the project and programme levels through ex post evaluation;

(ii) Development of evaluation data banks and dissemination of lessons at the field level.

(c) Objective 3 ($0.5 million):

(i) Special studies on assessment of results in non-projectized settings, involving new technical cooperation approaches and their application, including participatory evaluation, national execution, programme approach, linkage between technical cooperation and capital assistance.

(d) Objective 4 ($1.4 million):

(i) Monographs of monitoring and evaluation capacities of selected countries;

(ii) Seminars, training courses and study tours to assist developing countries in monitoring and evaluation.

(e) Objective 5 ($1 million):

Joint evaluations with donors, recipient countries and executing agencies.

Eligibility

9. All countries would be eligible. Under objective 4, priorities will be given to countries not already served through previous SPR-funded activities. In the use of SPR, no conditionality would be applied other than the normal requirements of UNDP programmes. The activities of UNDP under the programme are not conditioned by those of any other organization.

Limitations

10. In order to ensure an equitable regional balance in administering the funds available under the programme, no more than 50 per cent of the resources are allocated to programmes exclusively located in any one region. Results of activities funded under this programme would be accessible to all countries.

11. This programme should be, to the extent possible, demand-driven from the recipient Governments, the Governing Council and UNDP operational units.

/...

Use of United Nations system expertise

12. In the specific field of monitoring and evaluation, each United Nations agency has developed expertise in selected areas. An Inter-Agency Working Group on Evaluation was established under the chairmanship of UNDP, where exchange of information, dissemination of lessons and joint evaluations are regular items for discussion. The purpose of objective 5 of this programme is to reinforce its cooperative process with United Nations agencies in sectoral/thematic evaluations to be funded by TSS 1 in the future.

13. Evaluation is also intended to strengthen the accountability of the Administrator for project and programme performance; the desirability of using United Nations system expertise will be approached on a case-by-case basis.

Complementary use of country, interregional and global IPFs

14. Country IPFs are the logical source of funds for follow-up activities resulting from recommendations arising under objective 4.

Specific criteria for approving the use of Special Programme Resource funds for individual activities

15. In addition to the general criteria defined for the use of SPR funds, activities under this programme are also subject to the following additional criteria:

(a) Human development concerns should be reflected in preparing studies and evaluations funded under this programme;

(b) Evaluations planned are generally designed to consider issues beyond the individual project level, except for those under objective 2;

(c) All activities under this programme are to be undertaken under the substantive and managerial responsibility of the Central Evaluation Office;

(d) Use of national experts will be promoted.

Procedures for design, approval and implementation of individual activities

Basic elements to be included in the project document for the activities funded under this subcategory

16. The project document will indicate the specific objectives of the project, the planned outputs, the activities carried out, the inputs, the tentative work plan, a budget which will also provide an estimated cost for each output and the sources of expertise envisaged, including gender reference if applicable. Modalities of implementation will be spelled out.

/...

Review and appraisal process

17. The draft project document will be sent for comments to the units concerned and will be presented to the senior staff meeting of BPPE serving as a PAC for this purpose. After review by the BPPE PAC, the finalized project document will be submitted to the Action Committee for approval.

Monitoring and evaluation

18. The Administrator's annual report to the Council on evaluation will provide information on the outputs of programme implementation and on the use of these results.

19. It is proposed that an independent evaluation of the programme be undertaken in the third year of the fifth cycle and the ensuing report be submitted to the Council at its following session.

Funding requirements

20. The following are the funding requirements:

Over the fifth cycle:	$7 million
Over the next two years:	$2.6 million

/...

Subcategory E3: Programme research

Earmarking: $7 million

General description and purpose of the research programme

1. The purpose of the research programme is to provide a basis for improving the effectiveness of UNDP's technical cooperation, and of technical cooperation in general. During the fourth cycle, $2.5 million was allocated to research from SPR resources. A $1.2 million project covering the period 1 January 1988 to 31 December 1989 was formulated, with an extension to cover 1990 and 1991. During 1988-1989 resources from the research programme were transferred to the Human Development Report and to the preparation for the World Conference on Education for All. In 1987 and 1988, the following research topics were approved on the basis of in-house consultations: structural adjustment; credit for the poor; debt; education and training; impact of macroeconomic policies on the rural poor; and technical cooperation and agriculture. Six of these studies have been published as UNDP Discussion Papers with wide distribution to UNDP offices, Governments and the international development community. By examining the effectiveness of past experience of technical cooperation, these studies are continuing to contribute to programme development for the fifth cycle. Other studies are still ongoing: the transition to market-based economic systems in Eastern Europe; and the role of the State in creating an environment for the development of the private sector, both due for completion during 1991. In the fifth cycle, the research programme will initiate, undertake and finance studies of technical cooperation, which will assess the effectiveness of particular forms of technical cooperation and develop new bases for monitoring achievements. UNDP's capacity to respond to new challenges and priorities must be based on a continuing analysis of the extent to which technical cooperation has enhanced the well-being of people in the developing countries. Aside from the usefulness of the research results in producing lessons directly relevant for UNDP, the research programme will aim at strengthening research capacity in developing countries, by involving networks of researchers and research institutions in its implementation. There will also be an emphasis on inter-agency cooperation, involving bilateral as well as multilateral agencies as much as possible.

Specific objectives of the research programme and strategies for achieving them

2. The objectives of the research programme are: (a) to strengthen UNDP's analytic capability and its capacity to anticipate and develop new areas and modalities for effective technical cooperation; and (b) to analyse existing areas of technical cooperation and increase its effectiveness.

3. The strategies include: (a) enhancing the capacity of research institutions in developing countries, through their active involvement in the

research; and (b) improving the coordination and cooperation between UNDP and bilateral and multilateral institutions, by developing collaborative research aimed at enhancing aid effectiveness.

Activities to be undertaken

4. Research will be initiated on a number of major themes, closely related to the activities of UNDP: national capacity, women in development, poverty alleviation and economic transitions, the basis of measurement of social indicators, and analyses of the effects of alternative forms of technical assistance.

Strategy for the research programme

5. The research will be initiated, coordinated and monitored by UNDP, with much of the research itself undertaken by researchers and research institutions in the developing countries, and by the specialized agencies of the United Nations system. In order for UNDP to play an effective role in developing, coordinating and monitoring the programme, as well as to ensure that UNDP will internalize the research results, an enhancement of analytical capacity throughout UNDP will be needed, as well as some strengthening of UNDP's research capability. The process of internalization of research and policy analysis within UNDP will be pursued by means of publications and regular seminars and workshops at which research results are presented and their relevance to the work of UNDP discussed. The overall tasks of identification, coordination and monitoring will be undertaken by UNDP headquarters, with the active participation of field offices in supporting the involvement of research networks, organization of workshops, and dissemination of the results. UNDP will also develop a system of sabbaticals to enable experienced staff members to work with the research programme for periods of 3 to 12 months. Eventually, arrangements will be established for officials and researchers from developing countries to be seconded to UNDP's research programme for periods of up to 12 months.

General guidelines

6. The research will consist of a series of subprogrammes in the following areas:

(a) National capacity: The development of national capacity for self-reliant development is the major purpose of all UNDP technical cooperation activities. Much existing methodology focuses on the assessment of individual institutions, rather than on aggregate capacity for policy-making and institutional reform. To assess the extent to which capacity-strengthening activities are successful, the research programme will initially aim at developing quantitative and qualitative indicators of capacity. In document DP/1990/18, "Indicators for national capacity-building", an attempt was made to identify some of the issues involved: it was argued that a definition of national capacity for the purposes of measurement must include economic, social, institutional, scientific/technological and human resource dimensions. Areas identified for further research in the discussion with the Governing Council included: techniques of measurement of capacity, involving data collection and analysis, and innovative modes of utilization of existing data; the effects of different institutional forms of delivery of public goods; subregional analyses of institutional variations; the assessment of policy-making capacity, involving an analysis of demand as well as supply. Close links will be established with other UNDP activities, such as evaluation, the African Capacity Building Initiative, and the Management Development Programme. National consultants and institutions will be actively involved in the research. The output of the research will be country studies, analytical papers and guidelines.

(b) Women in development: The aim of this subprogramme will be to understand how technical cooperation can contribute more effectively to sustained improvements in women's empowerment and economic autonomy. The research would also assist UNDP to support Governments' efforts to understand the impact of technical cooperation activities on women's lives, and to support improvements in the design of national policies to enhance the status of women. In General Assembly resolution 44/171 of 19 December 1989, it is recognized that "for many women, particularly in developing countries, the evolution of the economic and social situation during the 1980s has not resulted in the benefits anticipated at the beginning of the decade". As a major funding agency for technical cooperation, it is important for UNDP to attempt to understand why, despite four decades of development assistance, the economic and social situation of women remains subordinate to that of men in most countries. The issues to be addressed include: the extent to which existing programmes targeted towards women reinforce the sexual division of labour and existing distributions of income and assets between men and women; the extent to which women benefit from non-targeted projects and programmes; the effects of different mechanisms of programme design. Links will be developed with existing UNDP activities, with other United Nations agencies and with bilateral donors. Much of the research will be undertaken by national consultants and research institutions. The output will include country studies, general papers and guidelines.

(c) Poverty alleviation and economic reform: In most parts of the world, the 1980s have been a period of adjustment to changed global economic conditions, along with a significant rise in the absolute numbers of people whose living standard falls below national minimum levels. For UNDP the challenge is to achieve its objective of strengthening national capacity to alleviate poverty in the context of continuing economic transition. Economic adjustment is a much-studied process, but for UNDP the crucial issues raised by the process are its social and institutional dimensions, in particular the impact of economic transition on the poor. The end of the 1980s has been characterized by much discussion of the social dimensions of adjustment, and although most agencies and Governments agree on their importance, the operational implications are not clear. UNDP's involvement in the Africa

/...

Regional Project "Social Dimensions of Adjustment" (SDA) has provided the basis for further work in this area: there are many complex issues involved in supporting national strategies for poverty alleviation, in both the short and longer term, concerning "social nets" and their sustainability, the identification of target groups, the development of sustainable databases to monitor trends in living standards of the poor, the potential for improved targeting, the safeguarding of access to basic services by the poor in the context of widespread introduction of user charges, strategies for enhancing the access of the poor to productive assets and for supporting participatory forms of organization which empower the poor. In conjunction with the programme of work under poverty alleviation and partipatory development, and with the second phase of the SDA project, the research programme will examine the impact of UNDP and other donor activities in this area. Research collaboration with United Nations agencies and national researchers will produce country studies and analytic papers, and support to UNDP efforts at the country level.

(d) The basis of measurement of social indicators: Considerable work is being done within the United Nations system to support the development of social indicators, and UNDP is contributing to this work in a variety of ways, including the development of the Human Development Index. However, less has been done to ensure that national authorities have access to this work in a readily usable form, and even less work has been done on issues such as the identification of reasonable proxies during the process of strengthening of national statistical databases. The research will aim at promoting better understanding of methods of calculation of social indicators, more widespread and accurate use and interpretation of existing data, and the development of operational proxy variables which will assist in the immediate assessment and monitoring of poverty during the establishment of a national database. This work will involve linkages with the continuing work of the Human Development Report, and will be undertaken in cooperation with the United Nations Statistical Office and the United Nations Research Institute for Social Development.

(e) The effects of alternative forms of technical cooperation: The forms and methods of technical cooperation have changed over time and vary across agencies. It is widely accepted that traditional approaches to technical cooperation have failed completely: they have been costly, they have rarely resulted in capacity building, and they have frequently created dependency on outside expertise rather than national self-reliance. Alternative approaches are being practised by different agencies, and the aim of the research is to examine how successfully these different approaches function in a variety of countries facing different problems. The research work will involve cooperation with other agencies, including the DAC, to examine different forms of technical cooperation and to develop guidelines to improve effectiveness. This work will be undertaken by national institutions and researchers, and will result in analytical papers and guidelines.

/...

Specific criteria for approving the use of Special Programme Resource funds for individual activities

7. The criteria for approving the use of SPR funds for research within each subprogramme are as follows:

(a) Clear and unambiguous relationship to ongoing or future activities of UNDP;

(b) Use of national research expertise and proximity to problems being addressed;

(c) Enhancement of inter-agency linkages;

(d) Enhancement of UNDP's analytic capacity, either by direct feedback or by involvement of UNDP staff;

(e) Strengthening technical cooperation in general;

(f) Strengthening of the development profession.

Procedures for design, approval and implementation of individual activities

8. The research programme will be coordinated by PD/BPPE, which will develop a project document in consultation with other agencies and development professionals, including WIDER. The project document will be submitted to a Research Appraisal Committee, chaired by the Director of BPPE, involving representation from regional bureaux and from all relevant divisions within BPPE. The document will be submitted to the Action Committee for approval. For each subprogramme a Consultative Committee will be established involving development professionals with expertise in the area, along with UNDP and other agency representation. The Consultative Committee will provide continuing guidance for the implementation of the programme, as well as monitoring.

Funding requirement

9. The funding requirements are the following:

(a) Over first two years:	$4 million, with review and approval of pipeline projects for the remaining two years
(b) Over fifth cycle:	$7 million.

Research costs include costs of publications, dissemination of publications, seminars and workshops, as well as the costs of undertaking the research itself and of coordinating the programme.

/...

Category F: Assistance to the Palestinian People

Earmarking: $15 million

Background and justification

1. The UNDP Programme of Assistance to the Palestinian People (PAPP) has, from the commencement of its operational activities in 1980, been funded through SPRs, supplemented by resources from bilateral development agencies and other international organizations. SPR resources have been allocated as follows: second cycle (1980-1981) $3.5 million; third cycle (1982-1986) $10 million; fourth cycle (1987-1991) $12 million. In February 1991, at its special session, the Governing Council approved an earmarking in the amount of $15 million to PAPP for the fifth cycle (1992-1996).

2. The specific objective of PAPP is to provide capital and technical assistance to Palestinian residents in the occupied Palestinian territories (West Bank and Gaza Strip). Because of the unique circumstances under which UNDP is required to operate in this area, the Governing Council in 1986 authorized certain flexibilities in the application of UNDP's rules and regulations in project implementation. Examples include support to capital assistance activities, procedures for the award of contracts to Palestinian firms, the signature of project documents by one party (the Administrator or the Associate Administrator), and so forth.

3. While the level of PAPP activities has expanded in recent years, especially in 1990 when the delivery of development assistance exceeded $11 million, current circumstances in the West Bank and Gaza Strip call for even more intensified assistance, especially focused on the rapid expansion of employment opportunities for Palestinians and measures to stimulate industrial and agricultural production. Therefore, in addition to the SPR financing available during the fifth cycle, supplementary funding through voluntary contributions will be sought in substantial amounts.

Objectives and strategies

4. The unique challenges imposed in the delivery of technical and capital assistance to a population under occupation are complex and require a high degree of technical skills and sensitivity, and the use of innovative programming and operational modalities.

5. The economy of the West Bank and Gaza Strip may be characterized as very weak up until the Gulf crisis, with little indication of future expansion, but since that time the region has been experiencing severe economic, and especially employment, dislocations and downturns. This situation now requires PAPP to utilize more dynamic and innovative programme and organizational approaches in dealing with the worsened conditions in the area. The appointment of a Special Representative of the Administrator and an

/...

enlargement in staffing of the Jerusalem office represent first steps in this regard. A number of actions have also been taken to streamline management information systems.

General guidelines

Project quality and project impact

6. Projects will continue to be selected in accordance the resolutions and decisions of the General Assembly, the Economic and Social Council and the UNDP Governing Council, and after special scrutiny to ensure their particular relevance to the development requirements of the Palestinian people. Because of the small geographical size of the area and the relatively large number of capital projects which require site engineers, quality control measures have been effective. The Jerusalem-based UNDP staff also play an important role in monitoring project quality and impact. To ensure that the programming continues to meet the highest possible standards, an independent external assessment of its activities will be carried out in late 1991.

Type of activities to be financed

7. While especially urgent action is required to address problems of unemployment and to enhance agricultural and industrial production, especially with a view to increasing exports, attention will continue to be paid to infrastructure activities such as schools, hospitals, and water supply and sanitation. In addition, some resources will be devoted to the gathering and analysis of essential data required for the area's development, since there is general agreement that existing data bases require updating and improvement.

Eligibility

8. Activities will continue to be limited to the occupied Palestinian territories.

Limitations

9. All project activities will continue to be carried out under the official regulations in effect in the occupied Palestinian territories.

Use of United Nations system expertise

10. PAPP has, from the initiation of activities, sought to involve the expertise of all elements of the United Nations system which wished to contribute to the work of the programme. A variety of modalities have been developed to ensure this involvement in the light of the fact that, with few exceptions, United Nations organizations do not have a permanent presence in the area.

/...

Complementary use of country, interregional and global IPFs

11. In a few instances, especially in the areas of health and water and sanitation, PAPP has benefited from programmes supported by interregional and global IPFs.

Criteria for approving the use of SPR funds for individual activities

12. All proposed PAPP projects, whether or not funded by SPR resources, are recommended for approval by the Administrator or the Associate Administrator after a thorough consultation and appraisal process.

Procedures for design, approval and implementation of individual activities

13. Projects designed, approved and implemented by PAPP will conform, mutatis mutandis, to procedures used for country IPF resources with the exception noted above that final approval authority is vested solely with the Administrator or Associate Administrator.

Funding requirements

14. Tentative planning calls for the SPR allocation earmarked for assistance to the Palestinian people to be distributed in support of activities in the following manner:

Breakdown of budget estimates

(In United States dollars)

	1992 and 1993	1992 to 1996
General development and planning	360 000	900 000
Natural resources	300 000	750 000
Agriculture, forestry and fisheries	1 080,000	2 700 000
Industry	1 320 000	3 300 000
Population	60 000	150 000
Human settlements	60 000	150 000
Health	300 000	750 000
Sewage and sanitation	840 000	2 100 000
Education	600 000	1 500 000
Employment	840 000	2 100 000
Social conditions	180 000	450 000
Culture	60 000	150 000
Total	6 000 000	15 000 000

/...

15. If current trends continue, it is also estimated that approximately 60 per cent of available financial resources will be used in the Gaza Strip and 40 per cent in the West Bank.